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ABSTRACT

The history of international exchange and training programs conducted by a score of federal agencies over the past thirty years compels the conclusion that, while there remain meaningful opportunities to develop closer coordination, there are also important inherent limitations. This report seeks to clarify both. What is needed to perfect meaningful coordination in this field appears to be more modest and manageable than some of the efforts and proposals of recent years: not a new layer of bureaucracy, but a series of specific arrangements to identify real interagency problems as they emerge and a predisposition on the part of the agencies concerned to deal with them case by case. In this report the General Accounting Office offers some suggestions as to how the new International Communication Agency might fulfill its presidential mandate as the coordinator of government exchange programs and a governmental focal point for programs in the private sector. (The appendixes include the questionnaire to selected agency heads and a proposal for closer coordination and information-sharing among U.S. international exchange and training programs, a selected listing of international exchange and training directories, and descriptions of U.S. government international exchange and training programs.) (Author/CSS)

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ED167845

BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

Coordination Of International Exchange And Training Programs --Opportunities And Limitations

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CE 020 422

UNITED STATES GENERAL ACCOUNTING OFFICE

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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ID-78-37
JULY 24, 1978

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-145541

To the President of the Senate and the
Speaker of the House of Representatives

This report appears shortly after the inauguration of the International Communication Agency. Part of the Agency's presidential mandate is to "coordinate the international information, educational, cultural and exchange programs conducted by the U.S. Government" and to serve as "a governmental focal point for private U.S. international exchange programs."

Our review of interagency coordination in this field has made clear that while there remain distinct opportunities to strengthen programs through closer coordination, there are also important inherent limitations. Taking due account of both should enable the agencies concerned to discriminate more effectively between coordination efforts that are meaningful and those that may be futile or even detrimental.

We believe the lessons and perspective that have emerged from this review may also apply to interagency coordination groups in other areas of activity.

Our review was made pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget; Secretary of State; Director, International Communication Agency; Secretary of Defense; Secretary of Health, Education, and Welfare; Administrator, Agency for International Development; and Director, National Science Foundation.

Elmer B. Staats
Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

COORDINATION OF INTERNATIONAL EXCHANGE AND TRAINING PROGRAMS --OPPORTUNITIES AND LIMITATIONS

DIGEST

The U.S. Government has sought over the past 30 years to supplement and reinforce classic intergovernmental diplomacy through programs designed, in the words of the Fulbright-Hays Act, "to increase mutual understanding between the people of the United States and the people of other countries" by supporting and encouraging international educational and cultural "exchange". The Government's participation in American exchange activities is small (perhaps 5 percent of the total) but of special significance. (See pp. 1 to 3.)

On April 1, 1978, the International Communication Agency assumed the functions of the U.S. Information Agency and the State Department's Bureau of Educational and Cultural Affairs. Part of its mandate from the President is to "coordinate the international information, educational, cultural and exchange programs conducted by the U.S. Government" and to serve as "a governmental focal point for private U.S. international exchange programs." (See p. 2.)

In this activity of Government, as in others, GAO believes the national interest in efficiency and effectiveness can best be served by identifying the limitations on interagency coordination and data sharing as well as by clarifying the unrealized opportunities. In this report GAO seeks to do both.

THE LIMITATIONS

Data sharing and coordination mechanisms cannot properly be characterized in the abstract as either good or bad. The history of international exchange and training programs conducted by a score of Federal agencies suggests that some coordination efforts can be productive and important but others can be futile or even detrimental. (See pp. 10 to 48.)

Repeated efforts over the past 2 decades to expand interagency data sharing among Federal exchange and training programs, even under the occasional spur of Executive order, proved limited in scope, spotty in results, and short lived. (See pp. 10 to 24.)

By the same token, repeated efforts to coordinate such programs succeeded in producing a series of interagency mechanisms in Washington that generated a plenitude of reports and recommendations but little in the way of coordination. Such attempts at coordination finally crumbled under their own weight. (See pp. 25 to 35.)

One might conclude from this experience that the problem has been either mistakenly perceived or ineffectually addressed. Primarily it appears to have been the former: the notion of a permanent interagency mechanism supported by a full-time staff and an interagency data bank to coordinate U.S. Government exchange and training programs emerges from the experience to date as an overelaborate solution to current and foreseeable problems. A data system covering all significant Government programs, providing information about American as well as foreign exchangees, and requiring regular data inputs from all appropriate agencies cannot be established and maintained at a cost commensurate with the benefits. (See pp. 45 to 48.)

GAO's survey of Government and private agencies confirmed that few if any potential users of such a data system would find more than marginal use for it in their own planning and programing. (See pp. 36 to 44.) The reason for this is inherent in the specialized nature of the programs. The intrusion of extraneous "interagency" criteria could undermine their integrity and credibility. (See p. 46.)

THE OPPORTUNITIES

This is not to say that U.S. exchange programs lack certain common purposes. There is an important political and cultural dimension to any international exchange--a perfectly legitimate, usually incidental dividend to be expected and sought in any program through the provision of orientation briefings, family hospitality, cultural experiences, and historical visits. No program need or should neglect such opportunities, and it appears that the possibilities for interagency cooperation in that regard have yet to be fully exploited. (See pp. 48 and 54 to 55.)

Nor does GAO's caveat about the limits of coordination suggest that interagency cooperation and coordination are unnecessary. It suggests that what is needed to perfect meaningful coordination appears to be more modest and more manageable than some of the efforts and proposals of recent years. What seems indicated are arrangements, buttressed by a predisposition on the part of the agencies, to identify real interagency problems as they emerge and to deal with them case by case. (See p. 49.)

RECOMMENDATIONS

Exchange Visitor Information System

GAO recommends that the Director, International Communication Agency, evaluate the possibility of expanding the coverage and utilization of the Exchange Visitor Information System developed by the State Department's Bureau of Educational and Cultural Affairs. This system, which has yet to determine its own users and uses, now covers only those foreign exchangees (some 60,000 a year) who enter the United States under Government-designated (J-visa) programs. That limited coverage could be vastly increased by the relatively simple expedient of including other visa categories. Thus expanded, the exchange visitor system could serve three purposes:

--Produce lists of names and basic biographical data on the bulk of the country's exchange visitors and foreign students for use by U.S. country teams in followup work.

--Make possible a more comprehensive, versatile, and perhaps more expeditious national census of exchange activity than that which is now conducted.

--Provide statistical data, country by country, on most U.S. Government exchange and training programs for foreigners in such a way as to reveal undesirable gaps or overlaps and thereby to point up specific possibilities for improving interagency coordination. (See pp. 49 and 52.)

Country team coordination

In view of the apparently uneven performance of U.S embassies in coordinating U.S. exchange and training activities at the country level, the International Communication Agency should arrange with the Department of State to issue new instructions to the field. These should be designed to reemphasize and clarify interagency data-sharing and coordination requirements. (See pp. 52 to 54.)

Interagency conference

Periodic Washington conferences among U.S. agencies engaged in exchange and training activities would permit them to share experiences, air problems, and consider possibilities for joint planning and programing. Such meetings should normally not exceed one a year. Their preparation should be assigned to an existing organization having appropriate staff, presumably either the International Communication Agency's Educational and Cultural Affairs directorate or the U.S. Advisory Commission on International Communication, Cultural and Educational Affairs. The Director of the Agency and the Chairman of the Commission should determine between them who should sponsor such conferences, with a view to holding the first one before the end of fiscal year 1979. (See pp. 54 to 55.)

Publications

There is a need for a periodically updated, reasonably comprehensive directory of organizations, programs, and key contacts in the field of international exchange. For this purpose, the Agency should resume publication, with certain improvements, of the State Department's "Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs."

There is also demand for a professional journal. The quarterly publication of the U.S. Advisory Commission on International Communication, Cultural and Educational Affairs, now called "Exchange," could be suitably adapted to the Commission's and the Agency's expanded responsibilities. (See pp. 55 to 57.)

Exchangee roster

Among representatives of the U.S. Information Agency; the Departments of State; Defense; and Health, Education, and Welfare; and the Agency for International Development, GAO found agreement that it would be useful and feasible to provide the International Communication Agency with periodic rosters of their exchangees. The Agency should obtain and use such rosters. If organized by country, they could be used advantageously in one phase of exchange activities which practitioners and observers widely agree has too often been inadequately managed, namely, post-sojourn followup. (See pp. 57 to 58.)

Arrival list

For some 20 years, State's Bureau of Educational and Cultural Affairs published a weekly "Arrival List of International Visitors." The list, which was confined to State-sponsored exchangees, provided a means by which recipients could establish contact with at least some arriving foreign visitors. The Agency should seek to clarify the past and potential uses of such a list with a view to determining whether it should be continued and, if so, whether its coverage and distribution should be expanded. (See p. 58.)

Agency comments

e agencies principally concerned with GAO's recommendations--International Communication Agency, Agency for International Development, and Department of Health, Education, and Welfare--reviewed a draft of this report and expressed essential agreement with its conclusions and recommendations. (See pp. 2 to 3.)

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ABBREVIATIONS

AFL-CIO	American Federation of Labor and Congress of Industrial Organizations
AID	Agency for International Development
CU	Bureau of Educational and Cultural Affairs

DOD	Department of Defense
EPA	Environmental Protection Agency
EVIS	Exchange Visitor Information System
FMS	Foreign Military Sales
GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
HUD	Department of Housing and Urban Development
ICA	International Communication Agency
IIE	Institute of International Education
IMETP	International Military Education and Training Program
NASA	National Aeronautics and Space Administration
NEA	National Endowment for the Arts
NIH	National Institutes of Health
NPS	National Park Service
NRC	National Research Council
NSC	National Security Council
NSF	National Science Foundation
OCB	Operations Coordinating Board
USDA	U.S. Department of Agriculture
USIA	United States Information Agency
WSDB	World Studies Data Bank

CHAPTER 1

INTRODUCTION

The U.S. Government has sought over the past 30 years to supplement and reinforce classic intergovernmental diplomacy through programs designed, in the words of the Fulbright-Hays Act of 1961, "to increase mutual understanding between the people of the United States and the people of other countries" by supporting and encouraging appropriate exchange activities of private citizens. 1/

The resulting Federal programs of international educational and cultural exchange and training today account for a small fraction of the personal and institutional relationships between Americans and foreigners. They are, however, the part that is explicitly directed toward achieving broad U.S. foreign policy objectives. They give the Government a voice it could not otherwise have in the organization of the transnational dialogue--in the choice of themes, establishment of standards, selection of foreign visitors and American "specialists," and the encouragement of worthy but underfunded private initiatives. A major part of the Federal effort is committed to programs that offer essentially technical or military training in support of foreign economic development or military security but that also have significant cultural-political aspects and potential.

In a world of rampant interdependence, this "public diplomacy" has become widely recognized as a legitimate and important instrument of policy, an effective means of serving those broad national interests that are advanced by improved mutual international understanding.

Students and practitioners of American international exchange and training programs have often suggested that exchange activities would be better managed if more comprehensive information about all programs were readily

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1/"Exchange" in this context is properly defined as the movement of persons between countries for the purpose of sharing knowledge, skills, ideas, or culture. It thus embraces not only the reciprocal one-to-one placement of individuals between countries but also, and principally, all educational, cultural, and training activities devoted to those purposes. The exchange would be considered complete when the individual returns to his/her country of origin.

available and if the programs were more closely coordinated. Over the past 30 years of U.S. public diplomacy, that belief has spawned a variety of proposals, Presidential policy statements, activities, and machinery dedicated to providing whatever increment of information sharing and/or coordination was at the time deemed necessary.

PURPOSE AND SCOPE OF REVIEW

This report examines, up to March 31, 1978, the instructive experience of the past, offers an assessment of the opportunities and limitations, as they appear today, of increased coordination and data sharing in the field of U.S. international exchange and training, and makes several recommendations.

It was written at a time when the State Department's Bureau of Educational and Cultural Affairs (CU) was about to be consolidated with the U.S. Information Agency (USIA) in a new International Communication Agency (ICA). CU's functions were assumed by ICA's Directorate for Educational and Cultural Affairs. Part of the new agency's Presidential mandate is to "coordinate the international information, educational, cultural and exchange programs conducted by the U.S Government" and to serve as "a governmental focal point for private U.S. international exchange programs."

In preparing this report, we consulted some 100 Government officials and outside experts, including officials in two U.S. Embassies (Liberia and the Philippines) and a number of former ambassadors, took part in two interagency meetings on the subject convened by the U.S. Advisory Commission on International Educational and Cultural Affairs, and addressed a questionnaire to 24 Federal agencies and 32 private organizations which we had tentatively identified as significantly engaged in exchange or training work. (The questionnaire, including an outline or model of a possible central data bank and reporting system and the text of the covering letter, are attached to this report as app. I.) We also examined various government records and annual reports and other material of the private organizations.

A draft of this report was submitted to the agencies principally concerned with our recommendations--ICA; Agency for International Development (AID); and Department of Health, Education, and Welfare (HEW)--for their informal comments. They expressed essential agreement with our conclusions and recommendations and made a number of suggestions that have been incorporated into this report.

SIZE AND SHAPE OF THE EXCHANGE AND TRAINING UNIVERSE

International exchange and training is usually said to embrace all or virtually all "purposeful" nonimmigrant international travel, that is, all but that classified as tourism. (Troop movements and official travel of Government personnel, while purposeful, are also excluded.) The bulk of purposeful travelers--businessmen, professionals, students, teachers, scholars, entertainers, etc.--enter or leave the United States under their own or other private auspices.

Foreign visitors to the United States

Of purposeful foreign visitors to the United States, only about 5 percent are grantees or trainees sponsored by the U.S. Government. They are, in principle, those whose visits are deemed to merit financial subsidy and to be in the national interest, broadly defined.

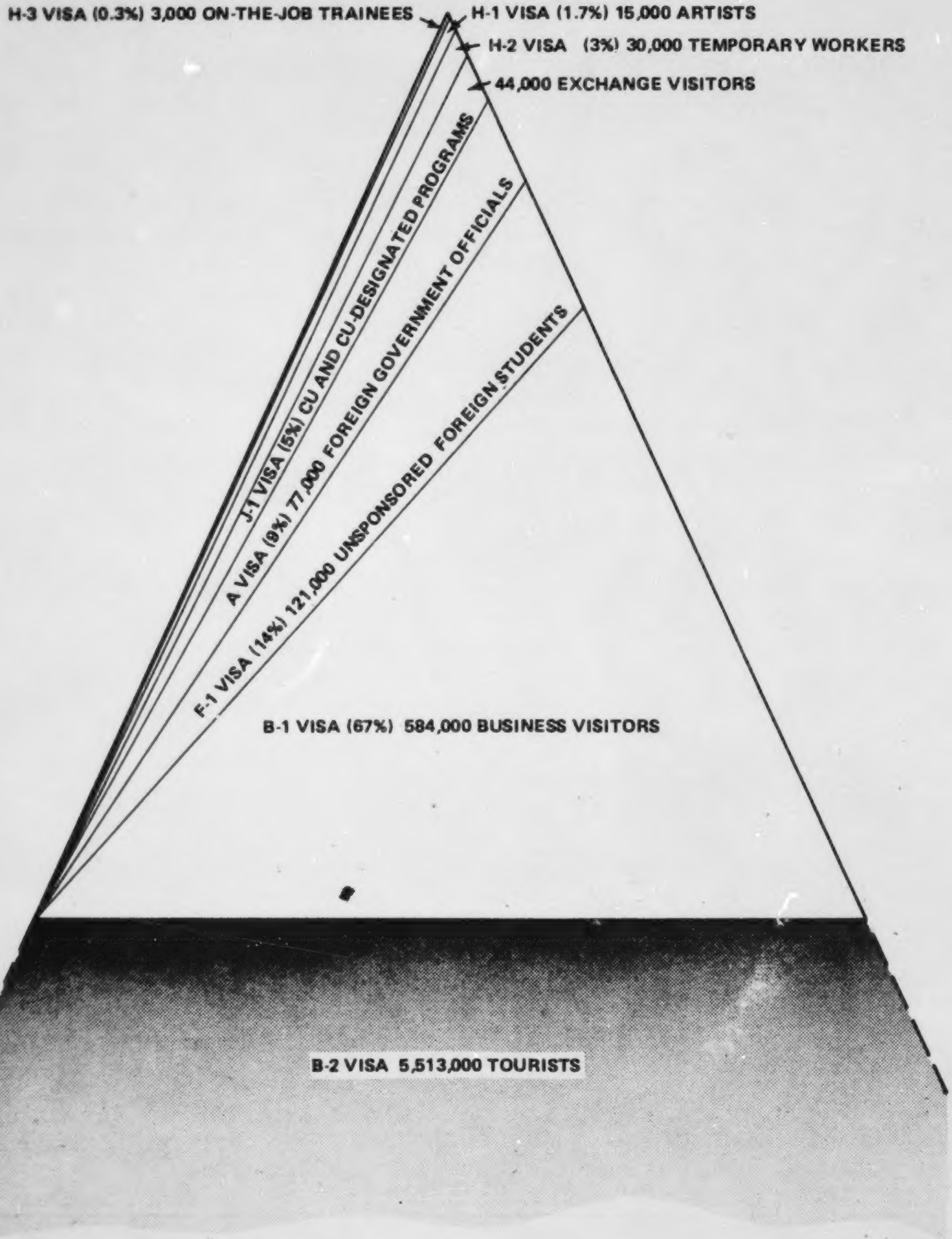
That part of the exchange and training universe involving foreign visitors to the United States is better known to the U.S. Government than the American contingent abroad because of the data available to the Government on applications and certificates of eligibility for visas.

Except for those Americans traveling under Government grants or sponsorship and other special circumstances, there is apparently no centralized information about purposeful American travel abroad as a whole.

The purposeful foreign visitor contingent is large, numbering in any year nearly a million persons. The diagram on the following page shows its composition.

The Foreign visitors about whom the most information is available are the some 60,000 persons a year who find their way into ICA's (originally the State Department's) computerized Exchange Visitor Information System (EVIS). Such visitors are currently sponsored by approximately 900 government agencies and private organizations under programs "designated" by ICA.

FOREIGN NATIONALS ENTERING THE UNITED STATES FOR TEMPORARY VISITS JULY 1, 1975 – JUNE 30, 1976*



* BASED ON IMMIGRATION AND NATURALIZATION SERVICE STATISTICS. CHART OMITS SOME 423,000 VISITORS IN SUCH OTHER VISA CATEGORIES AS: VISITORS IN TRANSIT, EMPLOYEES OF INTERNATIONAL ORGANIZATIONS, FOREIGN PRESS, FOREIGN TRADERS, INTERCOMPANY TRANSFEREES, SPOUSES, CHILDREN, ETC. (FIGURES ROUNDED TO NEAREST 1,000)

Government programs

In fiscal year 1977 U.S. Government agencies sponsored exchange and training programs for about 39,000 individuals at a cost to the United States of approximately $662 million.

Some further idea of the extent and nature of U.S. Government activity in this field can be gained from a perusal of the several "inventories" or directories published over the past decade. The most extensive of these was brought out by the Department of Health, Education, and Welfare in 1969, in compliance with a provision of the Department's appropriation act of the preceding year, which called for

> "* * * a comprehensive study of all currently authorized programs of the Federal Government that have to do with educational activities aimed at improved international understanding and cooperation."

The 500-page inventory described 159 programs of 31 Government agencies, conducted under some 42 legislative authorizations. Each program was classified (by the responding agency) into one of six categories based on the program's purpose. The first four categories covered 84 programs designed essentially to assist citizens from other countries (technical assistance, educational exchange and cooperation, cultural exchange and presentations, and information services). A fifth category covered 40 programs designed to strengthen U.S. educational resources and increase the number of Americans having international competence. The sixth category, covering 35 programs, was defined as "cooperative international activities for mutual benefit."

Compilers of such directories have inevitably encountered difficult problems of definition and classification. In 1968 the State Department published a 188-page directory entitled "A Guide to U.S. Government Agencies Involved in International Educational and Cultural Activities." It covered programs of 26 Federal agencies, breaking them down into three groups:

--"Programs whose primary objective is the achievement of certain results overseas within the framework of our foreign policy." These are programs of the foreign affairs agencies--State Department, Agency for International Development, Peace Corps, and the USIA as well as certain programs of the Defense Department.

--Programs of other Government agencies which utilize their special technical and professional competence to assist foreign affairs agencies and the Department of Defense (DOD) under working agreements with them, as authorized by the Congress. Under such arrangements, for example, certain AID participant trainees receive training provided by the Department of Agriculture or the Federal Aviation Administration.

--Activities of domestic agencies which have as their primary purpose "the enrichment of American competence and skills through the interchange of knowledge and experience with counterparts in other countries." Certain activities of HEW and the National Science Foundation fall into this group.

A third directory, CU's 71-page "Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs," published in 1975, provided contact data on 34 Federal and intergovernmental agencies; 17 commissions, committees, and advisory groups; and (with the addition of brief descriptions of their activities), 128 private organizations.

These and other directories remain instructive, both as indications of the size and shape of the American exchange and training universe and as exercises in data collection and reporting in this field. A selected list of related directories published by other organizations is provided in appendix II.

Six Government agencies are the principal initiators of official U.S. international exchange and training programs. A score of others have more limited or essentially implementing functions, often under reimbursement arrangements with one or more of the six primary agencies. The number of participants funded directly or indirectly by the six and the associated dollar costs for fiscal years 1976 and 1977 are set out on the following page.

Principal International Educational, Cultural, and Scientific Exchange Programs

U.S. Government

	Fiscal year 1976		Fiscal year 1977	
	Dollars (millions)	Participants	Dollars (millions)	Participants
ACTION:				
Peace Corps	$ 81.3	5,825	$ 80.0	5,590
AID:				
Office of International Training Participant Training Program	28.0	6,835	a/41.8	6,822
DOD:				
International Military Education and Training Program (IMETP)	23.0	6,280	25.1	5,012
Arms Export Control Act, as amended (Foreign Military Sales--FMS)	404.6	18,033	435.0	13,476
HEW:				
Office of Education-Sponsored Fulbright-Hays Programs Abroad and Special Foreign Currency Program	4.8	1,188	5.0	1,181
National Institutes of Health	12.2	996	13.8	1,109
DEPARTMENT OF STATE:				
Bureau of Educational and Cultural Affairs	b/55.3	5,202	b/59.0	5,087
NATIONAL SCIENCE FOUNDATION	2.0	467	2.0	469
Total programs	$611.2	44,826	$661.7	38,746

a/AID advises that most of this increase is explained by a change in the way such costs are determined.

b/Includes funds transferred to the Office of Education for the Teacher Exchange and International Educational Development Programs, which are not part of the HEW figures above.

A more detailed description of the exchange and training programs of these agencies is provided in appendix III.

Non-Government programs

Our survey of private activities was necessarily limited. Our purpose was not to develop a comprehensive data base on private involvement in international exchange and training, but merely to obtain background and insights from a smattering of appropriate institutions with respect to, among other things, the utility and feasibility of incorporating private activity into such new data-sharing and coordination efforts as might seem worth pursuing.

Some 95 percent of U.S. international exchange and training activities is privately sponsored and funded. They are conducted by hundreds of institutions--including foundations, universities, religious organizations, labor unions, fraternal orders, and business corporations. Information about such activities, except where they are assisted by Government grants, is fragmentary and elusive.

One estimate of the number of American organizations involved annually in educational or cultural exchange to or from the United States, contained in a 1973 study commissioned by CU, follows.

4-year academic institutions	400
Junior colleges and high schools	300
Foundations	400
Other nonprofit organizations	600
Business	300
Total	2,000

Number of individuals in all programs

The same study estimated that each of the American organizations supported an average of three programs annually. As to the number of persons involved annually in all programs, governmental and private, it offered the following "subjective gross estimates" based on the annual census and surveys conducted by the Institute of International Education (IIE), on the numbers of F-1 and J-1 visas (see chart on p. 4), and on discussions with informed individuals:

1. In programs funded primarily by American Government and organizations:

Foreign students in the United States	40,000
American students abroad	20,000
Foreign faculty and scholars in the United States	8,000
American faculty and scholars abroad	5,000
Foreign technicians in the United States	30,000
Foreign cultural exchange to the United States	5,000
American cultural exchange abroad	7,000
TOTAL PERSONS, U.S. FUNDED	115,000

2. In programs funded primarily by foreign governments and organizations:

Foreign students in the United States	15,000
American students abroad	1,000
Foreign faculty and scholars in the United States	5,000
American faculty and scholars abroad	1,000
Foreign technicans in the United States	8,000
Foreign cultural exchange to the United States	2,000
American cultural exchange abroad	3,000
TOTAL PERSONS, FOREIGN FUNDED	35,000

3. Nonprogram associated and funded by self or private, nonorganizational sources:

Foreign students in the United States	80,000
American students abroad	18,000
Others foreign to the United States	1,000
Other Americans abroad	1,000
TOTAL PERSONS, NONPROGRAM FUNDED	100,000
TOTAL PERSONS, ALL EDUCATIONAL AND CULTURAL EXCHANGE	250,000

It is evident that the U.S. international exchange and training universe is large, dynamic, pluralistic, and unruly. As shown in the next chapter, attempts to map and track it have, at best, had only partial and temporary success.

CHAPTER 2

PAST AND PRESENT INVENTORIES OF EXCHANGE AND TRAINING PROGRAMS

Organized information on American exchange and training activities as a whole has taken two forms--the published inventory or directory and the computerized data bank. Both types have their uses. Neither has managed to embrace the entire universe of exchange and training. Each has advantages and limitations. This chapter describes the principal interagency inventories of American exchange and training programs that have been developed to date.

PUBLISHED DIRECTORY

As noted in the preceding chapter, three Government-sponsored directories or inventories covering Federal exchange and training programs have been published over the past decade. They provide descriptive and statistical information about the programs under some or all of the following headings: purpose, scope, budget, size, administration, legislative authority, and names and addresses of key officials.

Organized by agency or type of program, these directories were conceived as serving several purposes. One directory was intended "to provide a means for the exchange of information among interested agencies, the effective utilization of useful resources, and the avoidance of unnecessary duplication of effort." Another was mandated by the Congress, "with the objective of determining the extent of adjustment and consolidation of these programs that is desirable in order that their objectives may be more efficiently and expeditiously accomplished."

A considerable number of other directories have been prepared under private auspices, often with Federal subsidies, to cover segments of nongovernmental activity in this field. One such, "Voluntary Transnational Cultural Exchange Organizations of the U.S.--A Selected List," was published by the Center for a Voluntary Society in 1974. It provided program, budgetary, and administrative information on the activities of 123 private organizations, grouped under six classifications. Its stated purpose was to "illustrate both the broad range of programs now being conducted and indicate areas where expansion is possible, thereby stimulating greater private sector human and financial support."

The advantages and limitations of this type of data collection are clear. Such directories provide insights into the total effort, including the magnitude and cost. In theory, at least, they provide a means of identifying opportunities to develop interagency cooperation and coordination to reduce duplication, fill gaps, or even realign or consolidate programs. They can facilitate contacts among governmental and private agencies and between them and interested private citizens, both American and foreign.

There is evidence that such directories are useful, and more will be said about them in chapter 5. Yet published directories have obvious limitations. They become dated and cannot readily be updated. Their information cannot easily be reshuffled and displayed in categories different from those of the original. They cannot include information about the most important element of any exchange program--the individual exchangees.

COMPUTER DATA BANK

The limitations of the static published directory are largely overcome by electronic data processing. A number of agencies use computers in managing, evaluating, and reporting on their international exchange and training activities.

One suggestion frequently heard is that the Nation needs an interagency data bank and reporting system covering at least all Federal exchange programs and perhaps much of the private activity as well. Two efforts to establish such a system have been made in recent years. The first was developed to support a study by the National Security Council (NSC). The second, EVIS, was an outgrowth of the first and is currently operated by ICA.

Data system for NSC study

The first effort to establish a comprehensive, computerized information system on Federal exchange and training programs as a whole was begun in December 1970 under a Presidential directive. It was conducted for NSC's Under Secretaries Committee by an interagency Task Force on International Exchange Programs, under the direction of the Assistant Secretary of State for Educational and Cultural Affairs.

Data on individual exchangees in some 300 Government-funded or administered exchange programs and projects was collected from the following 18 departments and agencies:

Department of Defense
Department of State/Bureau of Educational and Cultural Affairs
Agency for International Development
National Science Foundation
National Bureau of Standards
Department of the Interior
National Aeronautics and Space Administration
National Academy of Sciences
Smithsonian Institution
Atomic Energy Commission
Peace Corps
Department of Agriculture
National Oceanic and Atmospheric Administration
Department of Transportation
Environmental Protection Agency
Department of Health, Education, and Welfare
Department of Housing and Urban Development
United States Information Agency

Nearly 55,000 records of individual exchangees (for fiscal years 1968 and 1970 combined) were compiled on magnetic tape. These records covered three broad classifications--U.S. nationals going abroad under U.S. Government auspices for educational, cultural, scientific, or professional purposes; foreign nationals visiting the United States under U.S. or bilateral programs; and foreign nationals receiving U.S.-funded training or education in third countries. DOD provided aggregated data only and only for fiscal year 1970.

According to a State Department official, the effort required the part-time assistance of more than 100 persons from the agencies surveyed over a period of 1-1/2 years. The Research Analysis Corporation of McLean, Virginia, provided technical support, with principal responsibility for developing the computerized data system and processing the data collected.

The resulting data bank on Federal exchange programs ran to more than 1,300 pages of computer printout. An April 5, 1971, Research Analysis Corporation draft report describes in detail the data-collection and coding processes, the format of the exchangee records, and the printout formats used for the data listing and tabulations. About 45 percent of the exchangee records were taken from magnetic tapes provided by AID and the Peace Corps. Most of the balance was supplied by the agencies on a standard coding form from which the Research Analysis Corporation punched computer cards.

Each card, comprising a complete individual exchangee record, contained up to 16 data items or fields, including agency sponsor, country of origin, age, sex, occupation, education, starting and ending dates of program, and institution where program was carried out.

The data base and processing system were developed to assist the Task Force on International Exchange Programs in its analysis of Federal exchange activities. The Task Force's 1971 report to NSC described the computerized data as "limited but useful" and "partial, sketchy and unrefined." It also stated that conclusions derived from it were "necessarily subjective and impressionistic." The report did not indicate what additional information about these programs would have permitted more scientific conclusions. The data base was used only for the NSC study and was not updated.

The findings and recommendations of this NSC study will be considered in the next chapter, which reviews U.S. experience in interagency coordination of exchange and training programs.

Exchange Visitor Information System

The NSC study led to the establishment of a Subcommittee on International Exchanges of NSC's Under Secretaries Committee. The subcommittee's brief service will be considered in the next chapter. Of interest here is the subcommittee's project to revise and computerize the records of the Exchange Visitor (J-visa) programs.

The J-visa, a category established by the Mutual Educational and Cultural Exchange Act of 1961 (Fulbright-Hays Act), is issued to foreign students, teachers, researchers, or leaders coming to the United States under State Department approved programs for the purpose of teaching, studying, conducting research, or observing. Today some 60,000 J-visa exchange visitors come to this country annually under the sponsorship of government, international agencies, or private organizations whose programs are officially designated for J-visa coverage (by the State Department until March 31, 1978, by ICA thereafter).

In 1973 the Certificate of Eligibility for Exchange Visitor (J-1) Status (Form DSP-66), required of all J-visa holders, was revised with a view to making it the source document for the proposed information system. A copy of the form, as completed by the sponsoring organization, is sent to ICA by U.S. immigration authorities at the visitor's port of entry. Computerizing of the DSP-66 data was begun early in 1975. The system now contains the records of J-visa visitors for fiscal years 1975, 1976, and 1977. Its reporting and distribution arrangements have not yet been worked out.

The DSP-66 computer file contains 13 data fields for each exchange visitor:

A. Biographic information on the exchange visitor

1. Name
2. Sex
3. Date of birth
4. Country of residence
5. Position/occupation in home country

B. Program information

6. Whether the program is an original, an extension, or a transfer to another program
7. The program sponsor's identifying number
8. The duration of the program
9. The category of the visitor
10. The educational field or nonstudy activity the visitor will be engaged in while in the United States

C. Financial information and program status

11. The financial support provided to the visitor (source(s) and corresponding amounts)
12. The visitor's date of entry into the United States
13. Whether or not the visitor is subject to the requirement to reside in his home country for 2 years following the program.

The system can produce biographical and statistical reports. The latter include country analysis, program sponsor types (by various data fields), field of activity (by country, sponsor, or area). Name lists are available by program sponsor, country, and year.

Some 1,800 Government agencies and private organizations have qualified to sponsor exchange visitors. (About half that number are currently active.) Private, nonprofit institutions account for about 48 percent of the visitors, academic institutions about 30 percent, and U.S. Government agencies about 16 percent.

CU, then managing EVIS, informed sponsors that they would receive an annual report on the contents of their programs, including the applicability of the 2-year residence abroad requirement to each of their exchange visitors. It was also expected that the system would produce numerous statistical reports on exchange programs which would be available to anyone with an interest in international exchange.

EVIS was established, according to a CU memorandum, "to create a data base for continuous analysis of possible gaps and overlaps among governmental programs." According to another CU paper, EVIS

> "* * * can provide information and reports to permit coordination of the overall Exchange Visitor Program by the [Subcommittee on International Exchanges]. It can provide name lists of Exchange Visitors to posts and Program Sponsors to permit follow-up. It can provide reports--as required--to the CU offices and CU Management for program planning and evaluation."

The two systems compared

The data systems developed for the NSC study and for the exchange visitor programs are closely similar with respect to the kinds of data collected and the kinds of reports contemplated. They differ primarily with respect to the source of the data (agency inputs for the NSC study, a State Department form for EVIS), and with respect to coverage. Whereas the NSC data base included Americans going abroad for educational or cultural purposes under Government sponsorship, EVIS is, perforce, limited to data about foreign visitors in "designated" programs. On the other hand, EVIS provides wider coverage of foreign visitors than did the NSC data in that it includes the exchangees in the designated programs of private as well as governmental organizations, and provides data about the amount and source of financial support.

World Studies Data Bank

The World Studies Data Bank (WSDB), which was in operation from 1968 to 1975, conducted biennial censuses and produced computerized reports of the international and intercultural educational and research activities of U.S. colleges and universities. Initiated as a survey tool for a Carnegie Commission study, it was continued--with financial support from the U.S. Office of Education, CU, and AID--under the auspices successively of Education and World Affairs and the Academy for Educational Development in New York.

Data received from American colleges and universities in response to a questionnaire, coded and stored on high-speed, random-access discs for computer processing, covered programs which either

> "* * * transport[ed] persons from one country to another (study abroad, faculty exchange, training, technical assistance, institution building) or offer[ed] on-campus instruction or research which is predominantly international in content (foreign area studies or topical programs with international aspects, such as population control or agricultural development)."

Responses to the biennial questionnaire averaged about 60 percent over the years.

The fourth and last of the WSDB censuses contained descriptive and statistical data on 3,341 programs of 1,040 institutions. The data included the name and location of the sponsoring institution, type of program, subject matter, foreign country, source of funds, academic departments, number of faculty and students (including the number of foreign students), and size of the sponsoring institution relative to each program.

The output of the WSDB operation consisted of responses to individual information requests; directories; inventories of programs according to type, area of study, sponsoring institution, and source of funding; analyses of trends; and developments in international education. A 1975 listing of WSDB publications included: "International and Intercultural Programs of U.S. Colleges and Universities, 1973-74," "Area Studies on U.S. Campuses, 1974," "International Education Contacts on U.S. Campuses, 1974," and "Programs of U.S. Colleges and Universities Related to National Development, 1973-74."

The last annual report remarks that

> "Some important if not imaginative uses of WSDB data may increasingly include, as important by-products of the census taking, assisting in the formation of domestic and foreign linkages between institutions, facilitating information dissemination, contributing to rational statewide and regional planning, and identifying sources of expertise and technical capability * * * [and so] assist in the orderly and rational growth of international/intercultural education."

In a 10-month period in 1974, WSDB recorded 397 requests for publications and 426 other types of requests for information, most of which were from university offices, educational associations, and individual professors.

According to a former WSDB director, the operation folded when the Government grants dried up. The annual budget was about $60,000. It had been WSDB's objective to become self-supporting through the sale of its publications, but annual income from that source did not exceed $15,000. The former director said that there was always some concern and uncertainty among those involved, including the supporting Government agencies, as to what the project was accomplishing and what practical uses there were for the data produced. Systematic market research for the WSDB products was never undertaken.

"Open Doors"

An annual census of foreign students in the United States has been conducted by the Institute of International Education since the Institute was founded in 1919. Results of the census, which is partly supported by ICA, are now published in the IIE series, "Open Doors." According to "Open Doors 1975," the census is generally considered the primary source for basic statistics on foreign students in the United States and is used by the United Nations Educational, Scientific and Cultural Organization, the National Center for Educational Statistics, the Bureau of the Census, the Department of State, world almanacs, and individual scholars and researchers.

The report explains that originally

> "* * *the census required the completion of a partially precoded form by each individual foreign student in the U.S. Each institution assigned a

contact--usually the Foreign Student Adviser or the Registrar--to act as an intermediary and to be responsible for the dissemination, collection and return of these forms."

The reliance of this method on substantial voluntary effort resulted in considerable inaccuracy and incompleteness.

Beginning with the 1974-75 census, therefore, IIE adopted a new procedure under which all institutions of higher education were asked to provide totals of their immigrant and nonimmigrant foreign students in degree programs, with a country-by-country breakdown on the nonimmigrant group. From that information, a random sample of foreign students is selected to be sent a detailed confidential questionnaire. The system reportedly yields much larger, more accurate totals and permits eliciting considerably more information.

"Open Doors 1976-1977" reported a nonimmigrant foreign student population in the United States of 203,068. The report breaks down these totals in a variety of statistical tables, including: nonimmigrant students by country; nonimmigrant students by State; U.S. institutions with 1,000 or more nonimmigrant students; U.S. institutions and their foreign student enrollment by State. According to the 1975 report, "The new computer system being developed for the Census will make the Census data more accessible for special studies, analysis and correlations."

CU's Grantee Information System

Since 1952 CU (or its successor, ICA) has maintained for management and reporting purposes, a computerized record of American and foreign grantees (some 5,000 a year) under the Fulbright-Hays Act and the Smith-Mundt Act. The data on each individual includes name, address, institution, type of grant, and dates of sojourn. The information is supplied by ICA and/or contract agencies administering certain categories of grants. Biographical and statistical data and name lists are produced in various forms, as needed. (CU, before its merger with USIA, also was developing a computerized data bank on evidence of effectiveness of its exchange programs.)

AID's Participant Training Information System

This system provides statistical data for planning, administering, and evaluating AID's participant training program. Data on individuals includes name and address, country of origin, programing agency, type of program (academic/nonacademic), academic level, starting and ending dates of training, degree obtained (if academic). Monthly reports include participant training statistics, participant locator, participants on board by country, and academic participants in training by facility. Annual reports include fiscal year arrivals and departures by type and level of training, and participants on board by facility.

Defense information systems

The three services maintain separate data-processing systems to manage their respective training programs and track their students' progress. Selected computerized data covering all three services' programs is maintained by DOD's Defense Security Assistance Agency.

CU'S FEASIBILITY STUDY

In July 1973 CU received a report it had commissioned from a consulting firm on the feasibility of establishing an interagency data bank on international educational and cultural exchange programs. The report was confined to an examination of the problems that would be encountered and recommendations for resolving them. It did not therefore examine the question as to whether such a data bank should or should not be established. A number of the report's observations, however, are pertinent to that issue.

Based primarily on extensive interviews with 15 major information clearinghouses and regional interest organizations concerned with international exchange, the study identified several categories of potential users and offered estimates of the manner and extent to which each category might make use of the data bank. These were:

--Donors: Those organizations that provide either their own funds or those of another source directly to an exchange activity. This group was deemed unlikely to find the data bank useful as a means of informing the public where funds are available, since donors generally have no shortage of applicants. Insofar as the data bank provided a broad

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picture of the flow of persons and funds, the donor organizations would find it of only moderate interest because they have specialized interests which they see little need to relate to the overall picture. If they wished, however, they could use the data bank to avoid duplication and overconcentration, the report noted.

--Conduits: Those organizations that implement the decisions of donor organizations. Because of their usually specialized interest, they, like the donors, would be unlikely to find much use for the data bank unless they and the donors came to believe in the importance of "participating in a serious effort to bring coherence and purpose to the larger pattern of international exchange."

--Clearinghouses: Those organizations that specialize in collecting and disseminating information on activities in a particular field. Since their purpose is broadly the same as a data bank, they would be unlikely to find the proposed system worthwhile unless it were able to encompass the clearinghouses' particular requirements--"no small accomplishment in one system." If this were achieved, however, the clearinghouses would probably become not only the most active users but the most significant contributors to the data bank.

--Recipients: Those organizations and individuals who are the end users of funds expended for international exchange. These would be frequent users of the data bank for the purpose of identifying the particular donors and the conduits likely to assist them, but would not be likely to contribute significantly to the data bank.

--Multifunction organizations: Those organizations performing two or more of the above four functions. CU or its successor, as a donor, conduit, and clearinghouse would in those capacities exhibit a mix of uses and attitudes. It would, however, be a major user since it would be expected to be the leader in pressing for "a coherent view of the overall pattern of exchange and the shifting of resources to fill those gaps which will only become apparent from analysis of data bank information."

The report concluded that there was no available collection of data sources, either machine readable or in hard copy, which could be readily tapped for processing into a new data bank. A new data collection operation would be necessary. This would entail the use of a questionnaire, addressed to all organizations known to engage in international exchange. As the report observes, at that point the data bank operator would face

> "* * * the two most demanding tasks in the establishment of a data bank * * * the design of an efficient and easily completed questionnaire, and the composition of a cover letter which convinces the respondent in the first paragraph that he or she should complete the questionnaire."

The study advised that the data bank should be updated annually and that the bank should be easily, quickly, and inexpensively accessible to any organization wishing to use it. It also found, as we did (see ch. 4), a considerable apprehension in the private sector concerning the possible "big brother" uses to which detailed and centrally amassed data might be put. According to the study:

> "If the Department of State should wish to exercise policy direction on the patterns of international exchange, this apprehension could be seriously exacerbated and could prevent widespread cooperation with the data collection operation."

The data bank for exchanges, the report pointed out, must be both comprehensive enough and detailed enough to develop the necessary vested interest in its continued existence. Even so, it would take at least 2 or 3 years for the bank to gain adequate user confidence and acceptance. To assure that the bank offered the necessary scope and detail, the report suggested that it adopt initially the following list of data elements:

A. For each organization:

1. Name of organization
2. Address and telephone number
3. Name of chief executive officer
4. Type of organization (association, foundation, etc.)
5. Principal purpose of organization (education, commerce, etc.)

6. Secondary purpose of organization (if any)
7. Size of organization (personnel)
8. Size of organization (annual budget or sales)
9. Tax status (profit or nonprofit)
10. Approachability (will organization entertain outside requests)
11. Brief narrative description of purpose and activities of the organization

B. For each program or grant involving exchange:

1. Name of parent organization (A.1 above)
2. Name and address of center or subsidiary conducting program
3. Name of chief executive officer of center or subsidiary
4. Name of program (or grant) and year started
5. Name, address, and type of cooperating institution abroad
6. Principal purpose of program (from list of terms)
7. Secondary purpose of program (from list of terms)
8. Annual budget of program
9. Number of foreign nationals exchanged to United States in previous year
10. Principal type of person (student, artist, government leader, etc.)
11. Nationality(s)
12. Average length of stay
13. Purpose of visit (from list of terms)
14. Field of study (if applicable)
15. Number of U.S. nationals exchanged abroad in previous year
16. Principal type of person
17. Nation(s) of visit and how many persons to each
18. Average length of stay
19. Purpose of visit
20. Field of study (if applicable)
21. Brief narrative description of program

(22-30) (Additional data elements may be used to forcast program levels for the coming year.)

C. For each person exchanged:

1. Name
2. Home address

3. Nationality
4. Category (student, artist, government leader, etc.)
5. Age
6. Sex
7. Country of visit
8. Month and year exchange started (or is expected to start)
9. Expected duration of stay (or actual duration if complete)
10. Purpose (from list of terms)
11. Field of study (if applicable)
12. Name of home institution or organization
13. Name of host institution or organization
14. Means of support (home government, host government, home institution, host institution, personal resources, etc.)

The report estimated that the total cost for data collection and processing would be $215,000 in the first year and $160,000 in subsequent years.

AN OVERVIEW

It is evident that a number of professional interagency efforts have been made over the years to map or track segments of this country's international exchange and training activities, and that the results have been mixed.

Three published directories provided comprehensive "snapshots" of the governmental programs, but they became out of date and were not updated.

Of the three computerized or partly computerized interagency data systems undertaken in this field to date, one (NSC's) was employed for a single study and abandoned. Another (EVIS) has been developed to cover an important if narrowly defined part of exchange and training activities, but its users and uses remain to be clarified, and its reporting and distribution system remains to be established.

The third (WSDB), which collected and processed data on the international educational and research programs of American colleges and universities (including study abroad), was shut down after a few years' operation for lack of grant funds or sufficient effective demand for its products.

Of the other systems noted, one (IIE's "Open Doors") provides an annual census of this country's foreign student population, including breakdowns by country of origin and American institution. The others serve essentially intra-agency needs.

The feasibility study done for CU in 1973, by focusing on the variegated needs of prospective users and the importance of developing detailed and comprehensive data from a multiplicity of sources on a voluntary basis, illuminates some of the reasons for the difficulties that have been encountered in past attempts at interagency data sharing in this field.

CHAPTER 3

THE CHECKERED HISTORY OF INTERAGENCY COORDINATION

Official preoccupation with the idea of interagency coordination of American international exchange and training programs goes back more than a quarter century. There have been a number of efforts to promote it in the intervening years. These throw light on the opportunities for and limitations on improving operations through interagency coordination as they appear today.

OPERATIONS COORDINATING BOARD

In September 1953, President Eisenhower established the Operations Coordinating Board (OCB) to assist in integrating the execution by the proper departments and agencies of certain national security policies, including those concerned with international information and education. OCB reported to, and in 1957 became a part of, the NSC. Membership of the Board comprised the Under Secretary of State for Political Affairs, the Deputy Secretary of Defense, the Director of Central Intelligence, the Director of the U.S. Information Agency, the Director of the International Cooperation Administration, and others as the President designated. In addition, the Under Secretary of the Treasury and the Chairman of the Atomic Energy Commission regularly attended OCB's weekly meetings.

In essence, according to an official organizational history,

> "The OCB was to provide a regular means through which the responsible agencies could consult and coordinate their actions under approved national security policies or with respect to other operational matters of common concern * * *. The OCB was to 'advise with' the agencies; it had no power to direct action. It was to operate by agreements, and agreements reached in the Board would be implemented by each member of the Board through appropriate action within his own agency."

The formal part of OCB's work, according to the same source, was "concerned in large measure with discussion, revision and approval of written documents such as Operations Plans and reports."

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OCB agendas included the following principal types of documents:

> "(a) operations plans for foreign countries or regions or major 'functional' areas; (b) reports to the NSC on assigned policies; (c) semiannual appraisals of the validity of assigned policies and evaluations of their implementation; (d) the Activity Report and other standing items (such as the minutes of the previous meeting) * * *."

The heart of the OCB organization was the working groups (consisting of responsible operating officials from the agencies concerned and one OCB staff member), which prepared the Operations Plans. The plans came to contain two main sections: one setting forth objectives and major policy directives and the other containing "operational guidance." An Operations Plan was designed "to provide useful guidance for agency operations in Washington and in the field, with particular reference to those activities that are of interagency character and that require interagency coordination." Once approved by OCB, a plan was sent by the State Department to the appropriate Chiefs of Mission abroad and by DOD to the appropriate unified commands.

OCB's area of responsibility comprised national policies concerned with international affairs other than those affecting internal security and defense mobilization. Three staff groups functioned under the Executive Officer--the Area Staff, the Intelligence Liaison Staff, and the Information and Education Projects Staff.

Public diplomacy, as it later came to be called, figured actively in the OCB process. Appropriate representatives of the State Department, USIA, and the foreign aid agency took part in a variety of working groups concerned with international educational and cultural affairs. A retired Class I USIA officer who headed the Information and Education Projects Staff in its early years recently described the work as "the essence of bureaucracy, with busy, responsible people having to spend long hours attending meetings and drafting reports." He believes this coordination effort was kept from realizing its full potential by agency resistance and OCB's lack of executive authority.

OCB was abolished by President Kennedy in February 1961. Senator Henry M. Jackson's Subcommittee on National Security Policy Machinery, Senate Committee on Government Operations, after a full-scale review of the national security policy process, concluded that OCB "has little impact on the real coordination of policy execution." The Subcommittee added, "Yet, at the same time, the existence of this elaborate machinery creates a false sense of security by inviting the conclusion that the problem of teamwork in the execution of policy is well in hand." The formal machinery of OCB, the Subcommittee report noted, "includes a large number of working groups which turn out detailed followup studies and papers. The significance of much of this work has been strongly questioned." One critic was former Secretary of State Herter, who, as Under Secretary, chaired OCB for 2 years.

The Subcommittee found that many of the most important decisions in matters under OCB surveillance were made outside the OCB framework and that the departments "often bypass the OCB, pursuing their own interpretations of policy or engaging in 'bootleg' coordination through extramural means." The fundamental problem, the Subcommittee concluded, on the evidence of that experience, was that an interdepartmental committee which can advise but not direct

> " * * * has inherent limitations as an instrument for assisting with the problem of policy follow through. * * * Responsibility for implementation of policies cutting across departmental lines should, wherever possible, be assigned to a particular department or to a particular action officer, possibly assisted by an informal interdepartmental group."

CULTURAL PLANNING AND COORDINATION STAFF

In 1956 a study commissioned by the State Department from J. L. Morrill, then President of the University of Minnesota, examined the exchange activities of State's International Educational Exchange Service and an AID predecessor--the International Cooperation Administration. The report concluded that:

> "Authoritative coordination of the two programs which have developed independently but which are rapidly merging in fact, is needed in all common sense. The 'grey area', the area of overlap, duplication and competition urgently requires attention." (Underlining in the original.)

The report recommended that State appoint a Coordinator for Cultural and Technical Exchange with the title or at least the rank of Assistant Secretary of State to provide an authoritative administrative focus for joint International Cooperation Administration/International Educational Exchange Service policy and planning, coordinate the budgetary requirements of the two programs, assure conformity with agreed joint policy and planning, stimulate increased exchange activities by private agencies, and assign responsibility to the two agencies for categories of outgoing and incoming exchange personnel and for followup procedures in the field.

In partial fulfillment of the Morrill report recommendations, a joint State Department-International Cooperation Administration group called the Cultural Planning and Coordination Staff was established in July 1956 to assist the Deputy Assistant Secretary for International Information and Cultural Affairs. By the end of 1958, a memorandum reports, the staff had established coordinating committees in overseas missions and provided the first organizational mechanism for coordination of this type in Washington. It also had contributed to coordinated planning by synchronizing the two agencies' budget review cycles, devising scatter sheets showing exchange-of-persons and training grants by fields of activity of the International Cooperation Administration and the International Educational Exchange Service, and by establishing regional committees in the Department to coordinate the review of estimates. The Cultural Planning and Coordination Staff also claimed some contribution to operational coordination through such efforts as establishing comparable per diem schedules among foreign grantees and initiating plans for joint evaluation and followup in the field.

Another State Department report of the Planning and Coordination Staff's activities (through July 1958) took note of an important inherent defect in the arrangements:

> "In order for the United States to have an effective, coordinated program in cultural and training activities, immediate steps must be taken to provide for authoritative coordination of the planning and operation of U.S. programs overseas." (Underlining in the original.)

COUNCIL ON INTERNATIONAL EDUCATIONAL AND CULTURAL AFFAIRS

In response to what a State Department memorandum described as a growing concern in both the Government and private sector that official educational and cultural programs should have a better coordinated approach to attaining U.S. foreign policy objectives, the Department established the interagency Council on International Educational and

Cultural Affairs on January 20, 1964. Authority for this action was section 6 of Executive Order 11034, dated June 26, 1962, concerning administration of the Fulbright-Hays Act of 1961. Section 6, entitled "Policy guidance," provided:

> "In order to assure appropriate coordination of programs, and taking into account the statutory functions of the departments and other executive agencies concerned, the Secretary of State shall exercise primary responsibility for Government-wide leadership and policy guidance with regard to international educational and cultural affairs."

The Department's announcement of the new mechanism said the Council would strengthen coordination and give priority attention to better communication among the agencies concerned and more effectively use resources by eliminating any overlaps or gaps. In addition, the Council was expected to provide a forum for discussion of problems affecting other Government agencies having domestic programs with international implications. It would also serve as the parent organization for interagency committees which, at the operating level, dealt with matters directly concerning the Council's work.

Members of the subcabinet level Council, under the chairmanship of the Assistant Secretary of State for Educational and Cultural Affairs, were: AID, HEW, USIA, DOD, Peace Corps, and Bureau of the Budget. Staff, including an Executive Secretary and an Assistant Executive Secretary, was provided by the State Department. Several interagency subgroups were formed to deal with such things as English language teaching, university relations, book programs, and international athletics.

Between January 1964 when the Council was formed and September 1968 it had produced and/or considered 36 papers on a number of subjects of interagency concern. These included the "brain drain," the effect of civil rights legislation on exchange programs, guidelines for overseas programs, visa changes, and the problem of questionable private educational and cultural exchange organizations.

A CU report of January 1965 cited a number of accomplishments in interagency coordination, including establishment of the Council itself, a survey of field posts to confirm "a widespread application of country team coordination and generally satisfactory coordinating

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arrangements," a series of area conferences with the private sector, coordinated approaches to English teaching in certain countries and an interagency survey thereof, coordinated use of community services by CU and AID, and establishment of comparable per diem rates for CU's and AID's foreign visitors.

In May 1968, at the request of the Assistant Secretary for Educational and Cultural Affairs, the staff reviewed the Council's work and developed recommendations for improving its effectiveness.

The staff reported that over the preceding 4 years the Council had held an average of 3-1/2 meetings per year--"only when there was a need to develop an interagency approach to a problem of general concern." The meetings had, according to the report, grown too much in size and deteriorated too much in level of participation. A trend was noted in some agencies to send alternates instead of principals. Attendance had grown from 12 to 56. The Council had begun with only three standing committees; it now had six standing committees and eight working groups, some active and some not.

The report recommended restoring participation to the subcabinet level, reducing the number of regular observers, slimming the structure down to three standing committees and one working group. The report also recommended that the Council refocus its activities and concentrate on interagency coordination in three areas--U.S. technical and educational assistance for "AID graduate" countries, overseas educational and cultural programs, and recruitment of American academicians for overseas assignment.

In 1971 the NSC study of exchanges, mentioned in the preceding chapter and discussed below, concluded that

> "The Council is not effectively related to the present decisionmaking systems of government, particularly the NSC structure, and would lack any real power to coordinate. Its past image and level of participation have been such that it might be difficult to assure acceptance in government of its expanded role."

By 1969 the Council appears to have ceased functioning. Its coordinating functions were assumed by an NSC subcommittee, which began work in 1973.

UNDER SECRETARIES COMMITTEE OF NATIONAL SECURITY COUNCIL

Under a Presidential directive of November 13, 1970, an interagency task force launched the first comprehensive effort to collect and analyze basic data about Government exchange and training activities. (The data base developed to support that study was reviewed in the preceding chapter.) The 53-page task force report "International Exchanges," appeared on May 10, 1971. It was classified secret but was declassified by NSC in 1977 at our request.

As a result of that study, the President assigned responsibility for interagency "coordination, long-range planning and annual reviewing [of] U.S. exchange programs" to NSC's Under Secretaries Committee, which delegated the task to a new Subcommittee on International Exchanges under the chairmanship of the Assistant Secretary of State for Educational and Cultural Affairs.

NSC report

The NSC study is by far the most elaborate effort to date to review Government exchange and training programs and to evaluate the need for interagency data sharing and coordination. Some 300 Federal programs of 18 agencies were examined. Three hundred officials and about 100 private citizens were interviewed. Data on about 55,000 exchangees was collected from the Government agencies, computerized, and processed to support the study. Government exchange activities in fiscal year 1970 involved, according to the report, about 29,000 exchangees and the expenditure of $500 million. The report did not examine in detail the exchange activities of private organizations, which it surmised might account for as much as 95 percent of total exchange activity.

The principal conclusions of the report may be summarized as follows:

--U.S. Government exchange and training programs could be made more effective through increased interagency coordination and data sharing.

--These programs could exert a more favorable and extensive influence on present and potential foreign leadership through a more intelligent and coordinated concentration on the political implications of exchanges.

- --There is a significant unrealized potential for cooperation and information sharing between the Government and the private sector.

The two findings that relate to coordination led the NSC task force to make three formal recommendations. These were that:

- --Steps be taken to assure more effective coordination, planning, review, and analysis of the total U.S. exchange effort.

- --The Secretary of State be requested to review AID's educational training programs and the State Department's academic exchange program and submit recommendations on their future (which the report said elsewhere might include joint management) by January 1, 1972.

- --A private international exchange council be formed as a catalyst for private sector/ Government cooperation.

The report also stated that the recommended coordination "would require authorities to develop and operate a central information system on exchanges supported by compatible individual agency systems" and to "levy requirements to collect exchange program information on all agencies."

The data processing for this study revealed, among other things, that the largest concentration of U.S. exchange programs in the world was in Brazil, accounting for about four times the volume of U.S. exchange activity in any other American republic. The report noted that this was explained by the presence in Brazil of relatively large AID, military, and Peace Corps programs, but left the matter with the further comment that "this does not answer the question of whether Brazil coverage is too high or the other countries' coverage too low." Similarly, the study found that Canada ranked fifth in total exchange activity while Mexico ranked 43rd. The report noted the absence of comparable science, health, and military programs in Mexico, but concluded in effect that, in view of that country's importance as a close neighbor, the figures alone suggest the desirability of giving increased emphasis to Mexico.

The report also found discrepancies in fiscal year 1970 in the distribution of occupational groups, as shown below.

Occupation	Percent
Military officers	28
Natural and applied scientists	18
Managers	14
Teachers	13
Civilian government	3
Social scientists	2
Mass communications	1
All other (mostly students)	21
Total	100

According to the report, the breakdown suggested that some groups may be underrepresented, others overrepresented, and still other important groups not represented at all.

The report also discovered wide disparities between the way certain U.S. Embassies ranked the leadership importance of different professional groups and the statistical importance of those groups in the exchange programs. Thus, political leaders were ranked first in "leadership priority" but only seventh in "actual ranking by FY 1970 volume."

Finally, the report declared that there appeared to be "unjustifiable duplication in many programs," and that "gaps and overlaps" were especially apparent between the State and AID educational programs and among the various science agency programs. Concrete examples were not cited.

With respect to the assignment of responsibility to assure the desired "overall management, policy guidance, coordination and evaluation," the report presented the pros and cons of five options but did not express a preference. The options suggested were to assign such responsibility to: each agency individually, an existing coordinating organization, a special assistant to the President, the Secretary of State, or a new coordinating mechanism under NSC.

National Security Decision Memorandum 143

On CU's recommendation, the last of those options was adopted. On December 17, 1971, about 7 months after the

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NSC study was issued, National Security Decision Memorandum 143, "United States International Exchange Programs," was addressed over the signature of the President's national security adviser to the Secretaries of State and Defense and the heads of the Central Intelligence Agency, AID, USIA, and the Office of Science and Technology. (The memorandum was declassified from Confidential by NSC at our request.) On the basis of the NSC study, and notwithstanding dissenting memorandums from Defense and AID, the memorandum gave the Secretary of State "responsibility and authority to develop and operate a central information system on exchanges and to levy requirements to collect exchange program information from all agencies." As noted earlier, it gave the Under Secretaries Committee of NSC responsibility for "interagency review and coordination," and authorized establishment of an interagency subcommittee on international exchanges to assist in carrying out that responsibility. It added, however, a significant caveat to the proposed coordination:

> "The President considers it important that the operations of this interagency committee not compromise the substance or mutual benefit of our technical and scientific exchange programs. In addition, this interagency committee shall neither delimit or replace existing agency responsibilities nor impinge upon established coordinating mechanisms such as those between the Departments of Defense and State for military training programs."

A Subcommittee on International Exchanges of NSC's Under Secretaries Committee was accordingly established. It began work early in 1973 under the chairmanship of the Assistant Secretary of State for Educational and Cultural Affairs. Its members included State, Defense, HEW, Joint Chiefs of Staff, USIA, AID, Action, and other agencies on an ad hoc basis. Its activities have included a study of foreign students in the United States, a review of U.S. Government educational and cultural relations with Latin America, and a study concerning graduates of foreign medical schools who work in the United States.

Like its predecessors, the new coordinating body appears to have been far more active in studying common problems, such as the brain drain, than in actually coordinating exchange and training programs. Its most concrete achievement was the development of EVIS under CU leadership.

Like its predecessors, the NSC Subcommittee on International Exchanges was ultimately dissolved (by the Carter administration). Unlike its predecessors, it has not been replaced. Under Reorganization Plan No. 2 of 1977, ICA was given responsibility for interagency coordination of international information, educational, cultural, and exchange programs conducted by the U.S. Government.

CHAPTER 4

VIEWS OF GOVERNMENT AGENCIES AND PRIVATE ORGANIZATIONS

Through interviews and a questionnaire, we sought the views of 24 U.S. Government agencies and 32 private American organizations. The Government agencies queried were those we had tentatively identified as significantly engaged in international exchange or training activities. All but one (which reported no current exchange activity) provided written responses. The private organizations were chosen, in part arbitrarily, from among the hundreds of groups active in this field. More than 60 percent of them responded, for the most part only to selected aspects of the inquiry. As the questionnaire pointed out, not all questions were applicable to all respondents.

For reasons to be noted below, all but a very few of the agencies queried, both public and private, believe that present modes and measures of interagency coordination and data sharing are essentially satisfactory. While acknowledging in principle the value of coordination, many see significant hazards in attempts to increase data sharing and interagency coordination in this field. A number, however, offered specific suggestions for modest but constructive changes in present arrangements. To the extent that they acknowledge the possibility of an overall national interest in increased coordination and data sharing, they generally perceive it as a tool for scholarly research or for facilitating a broad overview by the few agencies--notably the Congress and its agencies and the Office of Management and Budget--that must be concerned with Government-wide priorities.

Only a handful of agencies, all governmental, took a more positive view of the possibilities for increasing meaningful interagency coordination and data sharing. Three of them, however, were among the most important agencies concerned with international educational and cultural relations: (1) CU, which had responsibility for the Fulbright exchanges, the International Visitor program, and for promoting private sector activities in this field; (2) USIA, which managed CU's programs overseas and, on April 1, 1978, was merged with CU, and (3) AID. Even those agencies, however, qualified their endorsements of increased data sharing and coordination in important ways.

There are logically two ways to establish the need for major change in present arrangements for data sharing and coordination. One way would be to show the existence of a favorable consensus among the principal agencies concerned. On the basis of our survey, there is no such consensus among those agencies, public or private. The other way to establish the need for major change would be to show that, regardless of individual agency interests or views, such a change would serve to correct significant gaps, imbalances, or duplication among existing programs. If there does exist a case of that sort in this field, we were unable to discover it, and our respondents generally did not identify or clarify it despite questions specifically inviting them to do so. The views and information that emerge from the responses indicate a need, not for a major new interagency coordinating mechanism and data bank, but for a case-by-case approach to specific situations.

VIEWS OF GOVERNMENT AGENCIES

The Government agencies that avow little or no interest in increasing interagency coordination of exchange and training programs typically state that they have perceived no problems in their own programs arising from present limited or nonexistent arrangements. Some point out that the possibilities for meaningful coordination are circumscribed by the specialized character of programs that, as one of them noted, "relate intimately to the technical functions of various U.S. agencies."

These agencies cite a number of risks or disadvantages in any major increase of coordination and data sharing. For example, it might

--create a superfluous layer of administration,

--cause delays and miscommunication,

--entail undue costs in funds and staff time,

--present difficulties in standardizing reporting formulas among the agencies involved,

--introduce factors into participant selection or other parts of the exchange process that would be incompatible with established objectives of a program,

- --lead to the establishment of central policy control,
- --raise questions of personal privacy or use of exchange data by police or intelligence agencies.

Accordingly, most agencies believe that a central data bank and reporting system would not serve their purposes or would be at best of marginal value in planning, and, consequently, they would be disinclined to share in the costs that would be involved.

As one agency with a small specialized exchange program put it:

> "We believe that solid, enduring cultural ties are best founded upon real communalities of interest, such as common scientific research interests and the like. We would rather seek out these substantive justifications for exchanges than to give undue consideration to quotas that might be derived from tables of simplified data."

Among the handful of agencies that account for the bulk of U.S. exchange activities, DOD took a similar position. All three military services indicated they saw little or no advantage to be gained from introducing or augmenting interagency coordination and did not believe an interagency data bank and reporting system would be cost effective. All necessary coordination for DOD, a spokesman noted, is assured by the fact that all foreign military training programs are subject to the approval of the State Department.

AID, which sponsors much of the Government-funded higher education available in the United States to foreign nationals, noted that its regulations require that determination be made as to whether training should be sponsored by the United States, or if it could and would be done by other donors, such as the foundations, the United Nations, or another government. It added that it did not know the extent to which that kind of coordination is practiced. It supports in general terms efforts to increase interagency coordination, which

> "* * *could improve a determination of the most appropriate donor or group of donors for a project which includes a training component. It could decrease duplication and overlapping as well as check for too much training in some fields and too little in others."

AID believes that the kind of information system outlined in our questionnaire could be useful in implementing its regulation on coordination. In response, however, to a question as to whether such a system would be useful to AID marginally, moderately, or extremely, AID said it "may be useful but quantification of utility is not presently predictable." As to whether such a system would serve overall national interests, AID said it would do so if only because the efforts of each program would be known by all.

CU believed--but, like AID, omitted the requested supporting examples--that a more systematic approach is needed for the coordination of the many public and private programs operating in the international exchange field. This would

> "* * *improve program planning by allowing each organization sponsoring exchanges to view its programs in light of the total U.S. exchange effort * * * highlight areas of overlap and help avoid unnecessary duplication * * * identify program areas or countries requiring greater attention * * * facilitate the sharing of information on successful programming techniques and * * * help avoid damaging pitfalls * * * identify areas where minimum standards should be adopted * * * permit a more rational overview of the total U.S. exchange effort."

Accordingly, CU also calls for improved data sharing, but, on the basis of its experience with EVIS, recommends "a cautious approach." It noted that EVIS has been under development for about 3 years and is only now beginning to produce reliable data. Moreover, in response to our question about expanding EVIS to incorporate exchangees on other than J-visas, CU said this would be a difficult task. Attempts to include Americans in the data system would be even more difficult, in part, CU believes, because of constraints imposed by the Freedom of Information and the Privacy Acts and in part because there is no clear consensus on the need to collect such information.

In view of the difficulties, CU advised "a careful cost/benefit analysis" of the central data bank idea and "a careful review of alternatives short of a central data bank for achieving improved coordination of exchange programs."

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Nevertheless, CU declared that,

> "Any [information] system which brings together the totality of the U.S. exchange effort would be extremely useful to CU in planning, implementing and evaluating our exchange programs."

It would be more interested in "overall aggregative trends and emphases than in individual transactions."

USIA likewise believed that a central data bank and reporting system could be extremely useful in planning, implementing, and evaluating U.S. exchange programs.

USIA advised that its coordination with DOD and AID, which have the two largest training programs, has been "perennially deficient":

> "While USIA in 1977 did obtain rosters of foreign military officers who have recently attended U.S. command and staff and service graduate schools, no reliable procedure exists for updating our information on this important audience. Similarly, data on AID participant trainees have been available for only some countries, partly because AID missions have often destroyed their records when shutting down overseas offices. Both within the United States and U.S. overseas missions, information sharing among these three agencies tends to be sporadic."

Coordination with other Government agencies, USIA reported, was effected through Embassy country teams overseas and CU and USIA desk officers in Washington. "Illustratively, the agency said, "USIS Brazil several years ago cancelled plans to program U.S. agricultural economists on learning of AID's stress upon this field." Beyond CU and HEW, however, coordination in Washington "tends to be discretionary." In the field, USIA stated,

> "The CU portion of the Country Plan is expected to list other significant USG and private sector programs in each country. Data included, however, are often too limited to be of distinct practical value."

USIA said that a central data system would promote efficiencies in candidate selection and eliminate unplanned overlap. If permanent mailing addresses were included, more comprehensive followup of exchangees could be established, and USIA's Audience Record System would be "powerfully reenforced." (The Audience Record System is a decentralized, worldwide file of basic biographical data on some 600,000 influential foreign nationals. It is used to assist USIA in selecting appropriate audiences for its various media products.)

USIA emphasized, however, that it interprets the term "coordinating" to mean "information sharing" rather than "policy control". USIA also believed that participation in an interagency data bank would raise serious Privacy Act questions perhaps requiring additional legislation.

Other agencies seeing advantages in the central data bank were HEW (Office of Education), the National Endowment for the Arts (NEA), and the Environmental Protection Agency (EPA).

The Office of Education said the central coordination and data sharing would be "marginally to moderately useful" to agencies in avoiding duplication, reassessing priorities, and planning programs. It cautioned, however, that inclusion of personal data on individual scholars could be interpreted as an invasion of privacy, and that any central system should have built-in safeguards to preserve the integrity of the respective agencies' legislative mandates and objectives.

NEA felt it would be useful to have more advance information about the professional travel plans of both American and foreign artists under nongovernmental sponsorship. It concluded that the proposed system of coordination

> "* * *would be very useful in helping us * * * to insure that the total international cultural program of the United States is well balanced. If one or two disciplines or one or two countries are heavily favored by other activities, it might make sense for our programs to attempt to create a balance."

EPA similarly would like more advance notice of foreigners interested in environmental training. It believes the central data bank would be moderately useful in providing background information on individuals concerned with environmental problems abroad. It said such information would also be useful in briefings for EPA officials planning foreign travel.

VIEWS OF PRIVATE ORGANIZATIONS

Statements by private organizations closely paralleled those of the Government agencies that expressed skepticism about central coordination and data sharing, but added useful illumination in several areas that should preoccupy ICA in carrying out its mandate to serve as "a governmental focal point" for nongovernmental exchange programs.

The typical response tended to acknowledge in general terms the possible value of closer coordination for purposes of oversight and long-range planning, particularly among Government agencies, but noted a variety of possible pitfalls and reported that necessary coordination both among private groups and with Government agencies was being satisfactorily handled by informal means--a telephone call, an ad hoc meeting, resort to a directory, or an exchange of publications or letters. For most, the central data bank and reporting system would be of no or at best marginal value, and few were inclined to help pay for it. A number said they were able and willing to supply data on their activities but most were concerned that the inclusion of proper names would breach the privacy rights or expectations of exchangees.

A private contracting agency offered this comment on the prospective helpfulness of the central data bank in planning one segment of exchanges, the senior Fulbright program:

> "It must be recognized that in most participating countries the number of grants both to nationals and to Americans is small. Grants to Americans are either offered in open competition--selecting the best candidates with the best projects, regardless of field--or are determined by program administrators abroad consulting with local universities, scholars, and sometimes government agencies on present and anticipated academic needs. The openings thus determined are then offered in open competition. Hence, [data bank] reports on exchanges would be useful * * * to the senior Fulbright Program primarily for comparative studies and in carrying out public information activities."

For some, the widely varying missions and constituencies of the groups in this field mean that coordination would be unprofitably complex or cumbersome. One noted that there is considerable competition for funds among groups or constituents that would inhibit coordination. And many agreed, in effect, with one respondent who said that, "Given the pluralistic and competitive nature of this society * * * it is extremely unlikely that that kind of orderliness can, or should, be achieved."

Another respondent commented:

> "Of course, the mere fact that information about exchanges is compiled at a central point by a governmental agency does not mean that such pluralism will be lost; but it would increase the tendency, already far advanced, for the public to look to the government to perform functions that could readily be handled elsewhere, and with greater efficiency. Were the cost of such a program to be devoted instead to any of a number of pressing needs of the existing Fulbright exchanges, the money would be far more usefully spent.* * * Data banks of this kind subtly and unintentionally but almost inevitably encourage doing things by categories rather than by the individual case in open competition, which is our approach."

Other concerns about the effects of increased coordination and data sharing were that it

--might lead to a reduction in total support for such activities;

--would not serve planning purposes unless it included the bulk of the private activity, and much of this would be virtually impossible to capture in a data system;

--would provide data on exchanges after the fact, thereby failing to assist in preventing duplication or overconcentration and limiting its value to, primarily, long-range planning;

--would, because of differing views and the need to compromise, produce decisions at, as one respondent put it, "a level of generality which really has little impact."

A number of the nongovernmental respondents also shared some of the concerns expressed by Government agencies about the problem of costs, staff requirements, and paperwork.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

In the field of international exchange and training, as in others, the national interest in cost effectiveness can be served by identifying the inherent limitations of coordination and data sharing as well as by clarifying the unrealized opportunities. In this concluding chapter, we undertake to do both.

COORDINATION AND DATA SHARING: THE LIMITATIONS

It is tempting to assume that a data bank is intrinsically worthwhile, that coordination is good and more is better. The history of U.S. international exchange and training suggests that those propositions will be found valid in some circumstances and not in others.

Repeated efforts over the past 2 decades to expand interagency data sharing among Federal exchange and training programs have proved, even under the occasional spur of an Executive order, limited in scope, spotty in results, and short lived. By the same token, repeated efforts to establish an interagency mechanism to coordinate such programs have produced a series of committees in Washington that generated a plenitude of reports and recommendations but little in the way of coordination. Such attempts at coordination finally crumbled under their own weight.

One might conclude from this experience that the problem has been either mistakenly perceived or ineffectually addressed. We believe it is primarily the former: the idea of creating a permanent, full-time interagency mechanism to coordinate U.S. Government exchange and training programs emerges as an overelaborate solution to present and foreseeable problems. There is little evidence to support the case for the kind of data bank and reporting system developed for the NSC exercise or contemplated in the State Department's feasibility study and in our questionnaire.

The main reason to create an interagency data bank and reporting system would be to facilitate coordination. We believe that the functions of a data bank for that purpose would be marginal and can probably be performed by EVIS. A data system covering all significant government programs,

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providing data about American as well as foreign exchangees, and requiring regular data inputs from all appropriate agencies could not be established and maintained at a cost commensurate with the benefits.

On the basis of the feasibility study commissioned by the Stated Department in 1973 and taking into account subsequent inflation, we can estimate data collection and processing costs today at $288,000 for the first year and $227,000 thereafter. A CU official informed us that technical contract services for the NSC study cost some $200,000 in 1971, to which must be added the costs incurred by the participating agencies in providing the part-time assistance of more than a hundred persons over a period of 1-1/2 years. As the CU feasibility study noted, the kind of data bank created for the NSC study, or contemplated in CU's feasibility study and our questionnaire, could not be created from existing repositories of information. A new system would have to be developed from the ground up. It would probably take 2 or 3 years to become operational.

Our survey of public and private agencies confirmed that few if any potential users of such a data system--donors, conduits, clearinghouses, or recipients--would find more than marginal uses for it in their planning and programing.

The reason for this is inherent in the nature of the programs. Most of them have specialized objectives--to impart the knowledge and skills needed for economic development or military self reliance, to share artistic or cultural achievements, to expand areas of scientific and humanistic knowledge. The criteria to be applied and the judgments to be made in conducting such programs must flow essentially from their established purposes. The intrusion of extraneous interagency criteria could undermine the integrity and credibility of such programs.

As one private agency commented, central data banks "subtly and unintentionally but almost inevitably encourage doing things by categories rather than by individual case in open competition." A Government agency remarked, "Solid, enduring cultural ties are best founded upon real communalities of interest" and substantive considerations in exchanges should prevail over "quotas that might be derived from tables of simplified data."

The agency perspective, of course, is not in itself conclusive. The Congress and its agencies and the President and his Executive Office must concern themselves with Government-wide priorities. Are there Government priorities in this field that are different from those of the individual programs? Is there an overall national interest that, regardless of agency views or needs, might be well served by substantially increased interagency data sharing and coordination? We posed that issue in our questionnaire. Few of the agencies thought so. Although a number acknowledged in principle that such an overall interest might exist, none offered answers for the question, "specifically in what ways" would such interests be served? Nor have we found evidence elsewhere to support the case for any substantial increase in interagency coordination in this field.

The most elaborate effort to establish the case for interagency data sharing and coordination on the basis of overriding national interests was that of NSC's interagency Task Force on International Exchange Programs, described in chapter 3. As a result of that study, in December 1971 the President gave NSC's Under Secretaries Committee responsibility for interagency review and coordination and assigned to the Secretary of State "responsibility and authority to develop and operate a central information system on exchanges and to levy requirements to collect exchange program information from all agencies."

As noted in chapter 3, the NSC study claimed to have found discrepancies in the geographical and occupational distribution of U.S. exchange and training programs, unjustifiable duplication in many programs, and, especially among State and AID educational programs, gaps and overlaps.

If, as the NSC study indicates, a central information system on exchanges could indeed identify specific needs and opportunities for interagency coordination, it might have been expected that the data system created for the 1971 NSC study would have enabled the task force to reach more specific recommendations than it did. In fact, much of the data developed for the study was, as we saw in chapter 3, new and interesting, but its implications for meaningful interagency coordination were obscure then and remain so now.

The discovery, for example, that Brazil had a higher concentration of U.S. exchange programs than any other country prompted the task force to ask--but not to answer--whether Brazil's coverage was too high or that of others

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too low. The study did not seek to examine the possible reasons for the disparate figures or to identify any adjustments that they might suggest. Similarly, its discovery of discrepancies in the distribution of occupational groups led it to conclude only that the data "suggests that some groups may be underrepresented, others overrepresented, and still other important ones not represented at all."

It seems reasonable to conclude, however, that the "discrepancies" were simply the result of the application of criteria peculiar to each agency's mission. To evaluate adequately the unique data generated by the NSC study, one would have had to take into account a number of factors other than statistical disparity. These would include the specialized purposes of the various programs, the relative importance to U.S. national interests of the countries involved, the opportunities available to recruit certain occupational groups or to develop exchanges with certain countries, and, perhaps above all, the absence of any apparent criteria by which the concepts of "underrepresentation", "overrepresentation", "gaps", "overlaps", and "overall U.S. exchange program objectives" might be realistically applied to the data. When such factors are taken into account, the problems of interagency coordination appear less imposing, resolvable by simpler means than those recommended in the NSC study or contemplated in the CU feasibility study and our questionnaire.

At an interagency meeting in Washington to discuss interagency coordination of U.S. exchange and training programs, a recently retired career ambassador offered two pertinent observations. One was that while there might occasionally be imbalances in the overall effort, "Generally speaking there is so much to be done on this, it is almost impossible to waste money in this area." The other was that the impulse to "tidy everything up" is not always salutary.

COORDINATION AND DATA SHARING: THE OPPORTUNITIES

None of this is to suggest that U.S. exchange and training programs lack certain common purposes. There is an important political dimension in any international exchange--a perfectly legitimate, usually incidental dividend to be expected and sought in any program through the

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provision of orientation briefings, family hospitality, cultural experiences, and historical visits. No program need or should neglect such opportunities.

Nor does our caveat about the limits of coordination suggest that interagency cooperation and coordination are unnecessary. It is only to say that what is needed to achieve meaningful coordination appears to be more modest and more manageable than some of the proposals and efforts of recent years. What seems needed are arrangements, buttressed by a predisposition on the part of the agencies concerned, to identify real interagency problems as they emerge and to deal with them case by case. Where the need is clear--as it was for example in the case of U.S. programs for English language teaching abroad or the case of standardizing foreign grantee stipends--coordination efforts can be and have been highly productive.

In the field of international exchange and training, coordination and data sharing should promote the optimum, not necessarily the maximum, interrelationship among programs, governmental and private. Pursuit of the optimum interrelationship could entail procedures ranging from benign neglect or exchanging selected information to conducting joint studies and planning, sharing facilities, joint management of selected activitiees, or--as in the recent case of USIA and CU--the full consolidation of staffs and functions.

Below we offer our findings and recommendations as to the opportunities for improved interagency coordination and data sharing which the new International Communication Agency, as the designated coordinator of Federal programs and a governmental focal point for the private sector, might usefully pursue.

Exchange Visitor Information System

EVIS, an outcome of NSC's 1971 study, represents a considerable investment of funds and effort. It incorporates a wide range of biographical, financial, and program data about selected exchange activities through a relatively simple and convenient data-collection procedure. It can generate statistical and biographical printouts in virtually any conceivable array of data elements.

Today, however, it covers only a fraction of the U.S. international exchange and training universe. American

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participation in exchange is omitted entirely. Coverage of foreign exchangees is limited to the some 60,000 a year who enter the United States under Government-designated programs, thus omitting about twice that number of individuals studying in this country on the F-visa (unsponsored foreign students), as well as several hundred thousand others who are in the United States each year on other visas for exchange purposes of one kind or another.

EVIS's limited coverage could be more than tripled by a relatively simple expedient. Virtually all foreign students could be included in EVIS if the present F-visa certificate of eligibility (Immigration and Naturalization Service Form I-20A) were modified to include the data and codes of the DSP-66 certificate for the J-visa and if arrangements were made for the Immigration and Naturalization Service to send EVIS a copy of the completed certificates, as it does with the DSP-66, when they are collected at the exchangees' port of entry. Conceivably, other visa categories could also be included in EVIS in similar fashion.

What might be gained by such an expansion of EVIS and how would the expanded system differ from the interagency data bank about which we expressed reservations at the beginning of this chapter?

The crucial difference is in the method of data collection. Unlike other interagency data systems, EVIS levies no burden of data collection and reporting on agencies beyond what is already required to meet foreign visitor visa requirements. Hence the cost of maintaining EVIS should be substantially lower. The startup costs of EVIS have already been met. There are other differences which affect the burden of agency participation. Unlike, for example, the data system developed for the NSC study, EVIS does not include either DOD foreign trainees or American exchangees. For purposes of meaningful interagency coordination, inclusion of those data elements is probably unnecessary. Defense programs for training foreigners are already subject to State Department approval. Defense training also provides for an information program that seeks to acquaint trainees with Americans and American institutions and culture. How well that program is being conducted and whether ICA and DOD might profitably work together on aspects of their information programs are questions that have been raised--for example, by the U.S. Advisory Commission on International Educational and Cultural Affairs--and that seem worth looking into. It is unlikely in any case that such cooperation would require establishment of an interagency data bank and reporting system.

One of EVIS's capabilities is to provide data in a variety of formats covering the bulk of U.S. Government exchange programs for foreigners (with the exception of those sponsored by the military services). For example, EVIS was able to furnish us without delay a series of 1976 tabulations for nine countries in which more than one U.S. agency had significant exchange operations. The figures could (they did not in our samples) reveal any serious overlap--such as a simultaneous concentration by both ICA and AID on exchange grants for agronomists in a given country--and hence could point up the possible need for closer country-team coordination. (There appear to be some discrepancies between EVIS and agency figures. For example, the EVIS totals for AID exchangees were sometimes considerably lower than AID's own data). Although EVIS was seen by some of its founders as an instrument of coordination, it has not served that purpose to date. For the reasons indicated earlier in this chapter, we believe its role in interagency coordination would prove to be of some, but marginal, importance.

An expanded EVIS could also serve two rather more important purposes. One would be to provide the basis for a more versatile, comprehensive, and perhaps more expeditious national census of exchange activity than that which is now being conducted.

At present, apart from certain Immigration and Naturalization Service visa tabulations, which give little detail, the only comprehensive census of exchange activity in the United States is provided by IIE. Using the questionnaire and sampling techniques described in chapter 2, IIE publishes an annual profile of the foreign student population. That published data appears to be relied on by scholars, almanacs, and national and international agencies concerned with statistics in this field. It is also said to have some uses for universities, foreign student advisors, ICA, and IIE itself for certain planning and budgeting purposes, such as allocating resources for overseas counseling centers.

The utility and potential of that kind of census may merit further clarification, particularly since it is supported by Federal (ICA) grants. What seems clear is that if this activity is worth maintaining and perfecting, an expanded EVIS would provide IIE an improved tool for the purpose.

The other EVIS characteristic of potential interest is its ability to print out name-lists--by country, field of interest, agency sponsor, etc.--of all who are swept into its maw. With expansion to other visa categories, EVIS could produce basic biographical data, in exactly the same form as is now available on exchangees in all ICA and ICA-designated programs, covering virtually the entire foreign student population. Such lists, printed out by country and dispatched to American Embassies, would substantially augment ICA's followup opportunities. (Neither the present nor an expanded EVIS would be affected by the Privacy Act of 1974, which covers U.S. citizens and aliens admitted for permanent residence.)

Recommendation

The present EVIS, although it has yet to prove itself, appears to have potential uses that need to be fully explored before a decision is reached concerning its future under ICA. To that end, we recommend that the Director, ICA, evaluate the possibility of expanding EVIS coverage to include, as a minimum, all unsponsored foreign students in the United States and perhaps others (notably temporary workers and trainees) and the possibility of employing the system for the purposes discussed above. ICA may also find that EVIS can be used to strengthen its present Audience Record System.

Country team coordination

One of the most important places to coordinate the exchange and training activities of U.S. agencies is within the overseas missions. It is there, generally, that country planning is initiated; recruiting, predeparture counseling, and orientation of foreign grantees take place; and debriefing and followup activities can be organized. In those countries where several U.S. agencies conduct programs, the opportunities for productive interagency coordination are likely to be considerable.

In many overseas posts such opportunities are reportedly well exploited, whether through informal contacts, country team meetings, or activities of Embassy Exchanges Committees and Binational Commissions.

A number of practitioners have indicated, however, that performance of posts in coordinating programs varies widely and that at times one country team element is unaware of related activities planned or conducted by another. (See, for example, the 1978 report of the U.S. Advisory Commission on International Educational and Cultural Affairs.) While this does not necessarily result in undesirable imbalances or overlaps among programs, the possibility is there, and the effort to avoid it can pay off, as in examples mentioned by USIA:

> "USIS Brazil several years ago cancelled plans to program U.S. agricultural economists on learning of AID's stress upon this field. USIS Pakistan for some time funded international seminars with monies from other U.S. agencies having congruent objectives. Such examples could be multiplied and become routine in an improved atmosphere."

The kind of problem that can arise is illustrated in a recent study of U.S. exchange activities in one country, commissioned by CU from an outside consultant. The study found that in that country 36 advanced-degree candidates in two professional fields had been selected for grants by different American institutions, public and private. Yet the numbers of such exchangees had not been arrived at "through rational long-term projections and coordination" by the local representatives of those institutions. The report went on to recommend creation of an Embassy Exchanges Committee to comprise representatives of all embassy elements as well as private agencies having local offices. The report suggested that such a committee, which we understand has subsequently been established, should meet quarterly to share information about plans, activities, and cost-sharing possibilities; try to determine the optimal mix for exchanges; develop ways to "piggy-back" or augment grants for the enrichment of grantee experiences; and work out jointly improved followup procedures for all returning grantees.

Standing instructions to U.S. overseas missions for interagency coordination of exchange and training programs and for appropriate liaison with nongovernmental programs are set forth in the State Department's "Foreign Affairs Manual" and AID's "Handbook 10." The instructions, buried in voluminous documents, are brief and broadly stated. Such instructions, as one experienced official remarked, tend to get lost. Some practitioners and specialists indicate they have not always been implemented consistently or thoroughly.

Recommendation

We recommend that the Director of ICA arrange with the State Department to issue new instructions to the field designed to reemphasize and clarify interagency data sharing and coordination requirements. Such instructions, addressed to missions in all countries in which more than one U.S. agency, public or private, conducts significant exchange activities, might usefully:

- --Outline the possibilities of meaningful interagency coordination along the lines indicated above.
- --Ask each mission to report on present coordination procedures, to consider whether it would be useful to establish an Embassy Exchanges Committee (for coordinating programs as well as nominating exchange candidates) if one does not already exist, and to report its conclusions and reasons.
- --Stipulate that program proposals and grantee nominations of all country team elements take account of and report on related activities of all other U.S. public or private agencies.
- --Emphasize that such coordination procedures must not be allowed, in the words of National Security Decision Memorandum 143, to "compromise the substance or mutual benefit of our technical and scientific exchange programs."

Interagency conference

Another form of central coordinating activity that can prove useful is to bring together appropriate headquarters officials of the principal Government and private agencies in annual or occasional meetings to report on activities, share experiences, air problems, and discuss possible joint planning and programing. On the basis of the experience to date with interagency coordination in this field, the preparation of such meetings should be assigned to an existing organization with appropriate staff rather than to a staff created and maintained for that purpose, and meetings should be called no more often than once a year except when special circumstances may dictate otherwise.

The agencies participating in such meetings might reasonably vary with the agenda. Because of the impact their policies and procedures have on foreign exchangees, the Department of Labor and the Immigration and Naturalization Service should participate in appropriate sessions.

One subject that might be taken up by such a conference concerns those foreign visitors who may receive technical training or briefings from Government agencies but who are given little or no opportunity of exposure to American hospitality, institutions, and culture. We received some indications, which we were unable to pursue, that the number of such visitors may be significant.

We took part in two such meetings in Washington recently. They were more than informative--they revealed a consensus on some important matters and yielded a number of ideas that seemed worth pursuing and are being pursued.

The meetings were convened by the U.S. Advisory Commission on International Educational and Cultural Affairs to consider the opportunities for and limitations on interagency coordination of exchange and training programs. (For details, see the Commission's 14th report, "The Unfinished Agenda," March 31, 1978.)

That Commission and the U.S. Advisory Commission on Information were replaced on April 1, 1978, by the U.S. Advisory Commission on International Communication, Cultural and Educational Affairs. One possibility might be that the new commission undertake the role of sponsoring and staffing the suggested periodic interagency conferences. Alternatively, the proposed conferences might be managed by ICA's Educational and Cultural Affairs directorate.

Recommendation

We recommend that the Director of ICA and the Chairman of the new Commission determine between them who should sponsor the proposed conferences and that that person convene the first such conference experimentally before the end of fiscal year 1979.

Publications

Certain publications can perform useful clearinghouse and coordinating functions.

One form of data sharing for which there is evident demand is a periodically updated, reasonably comprehensive directory of organizations, programs, and key contacts in this field. As a means of informing an agency's field and headquarters staffs of the exchange resources and purposes of other agencies, public and private, a well conceived directory can facilitate cooperative programing and what we have called the optimum interrelationship among programs.

Of the directories described in chapter 1, the one in this field that appears to have had the widest circulation and greatest success is the State Department's "Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs." Five issues have been published for national distribution since 1967, the most recent in March 1975. Some 10,000 copies of that edition were distributed gratis. There is persuasive evidence that it is widely used by Government agencies, private organizations, universities, American Embassies, and individuals. On the basis of information furnished by CU, we estimate that the 71-page 1975 directory was produced and distributed for less than $25,000.

The more detailed directory published by HEW under congressional mandate in 1969 was issued in some 2,500 copies, of which about 1,400 were sold over the ensuing 4 years at $4.75 each. State had a comparable print run and sales record with its 188-page 1968 directory,"A Guide to U.S. Government Agencies Involved in International Educational and Cultural Activities."

CU's "Directory of Contacts," as noted in chapter 1, provided contact data on 34 Federal and intergovernmental agencies; 17 commissions, committees, and advisory groups; and (with the addition of brief descriptions of their activities) 128 private organizations.

We believe publication of such a directory should be resumed, with certain modifications that might increase its usefulness. For example, comparable descriptions of Government programs should be included. The descriptive material might be augmented by data on the source and amount of funds for exchanges, the number of exchangees annually, and occupational or geographical specialization, where applicable. Many more private organizations might be included. The directory might usefully be indexed and include an appendix identifying the principal other specialized directories covering related activities. Publication every other year would probably suffice.

Another type of publication that serves a clearinghouse and coordinating function is exemplified by "International Educational and Cultural Exchange," a quarterly magazine that has been issued since 1965 by the U.S. Advisory Commission on International Educational and Cultural Affairs.

The stated purpose of "Exchange" is "to develop a better understanding of and support for the programs authorized by [the Mutual Educational and Cultural Exchange Act of 1961]" and "to provide a forum for the exchange of information and opinion on all aspects of international educational and cultural affairs."

According to the Commission's staff director, annual costs include $16,000 for printing and distribution, plus the full-time services of an editor and the part-time services of the director and a typist. The annual subscription price is $5.75, but most of the some 10,000 copies are distributed free of charge to those with professional interests in this field. The staff director told us that the required biennial survey yields favorable responses from about 5,000 recipients and the dropouts tend to be largely replaced by new readers.

We believe that a magazine of this kind in the field of information, exchange, and training can usefully supplement a central directory of exchange programs, and that the new commission should consider adapting "Exchange" to the expanded responsibilities of the Commission and ICA.

Recommendation

We recommend that the Director of ICA and the Chairman of the Advisory Commission resume publication of, respectively, "The Directory of Contacts," and "Exchange," taking due account of the modifications suggested above.

Exchangee roster

A comprehensive roster of foreign visitors could be used advantageously in one phase of exchange activities which practitioners and observers widely agree has too often been inadequately managed, namely, post-sojourn followup.

At a recent public, interagency meeting on U.S. exchange and training programs, representatives of a number of agencies, including State, USIA, AID, HEW, and DOD agreed that it would be both useful and feasible to develop and maintain a roster of foreigners who have made exchange visits. Such lists could be organized by country and furnished periodically to ICA by sponsoring agencies without requiring the creation of an elaborate interagency data bank. This would, for the future, overcome the difficulty USIA has experienced and complained about (see ch. 4) in obtaining rosters of AID participant trainees and DOD's foreign military trainees.

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It would usefully supplement the rosters that could be supplied by EVIS.

Recommendation

We recommend that the Director of ICA arrange with AID, DOD, and HEW to obtain their exchangee rosters and instruct the field staff to use them in appropriate followup activities.

Exchangee arrival list

As we noted in chapter 4, some respondents to our questionnaire mentioned the desirability of receiving names of foreign visitors before their sojourns begin. Some appeared to think that a data bank of the sort outlined in the questionnaire might serve that purpose. It is more likely that such a data bank would provide exchangee data only after the arrival or even after the departure.

CU for some 20 years published a weekly "Arrival List of International Visitors." The list, confined to CU-sponsored exchangees, was compiled from information supplied by U.S. Embassies. It ran from one to a half-dozen typewritten, photo-offset pages and generally gave the name, position, nationality, arrival date, and professional interest of the visitor, and the name and phone number of the State Department person through whom he/she could be contacted. Some 1,500 copies of the arrival list were distributed to about 1,000 individuals and organizations, governmental and private.

The CU office that issued the list reported that up to three-fourths of its recipients responded affirmatively to periodic inquiries as to whether they wished to continue receiving it. Adequate information is lacking, however, as to its actual use by recipients in establishing contact with visitors.

Recommendation

We recommend that the Director of ICA determine whether the Arrival List should be continued on its present basis, continued with expanded coverage and/or distribution, or terminated.

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SAMPLE OF LETTER TRANSMITTING QUESTIONNAIRE

UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

INTERNATIONAL DIVISION

OCT 21 1977

The Honorable
The Secretary of State

Dear Mr. Secretary:

I would like to enlist your cooperation in a study project whose outcome could affect important programs of your organization.

As you may be aware, there is considerable interest among Government officials and non-Government specialists in the possibility that the various programs of international educational exchange and training conducted by a score or more of U.S. agencies, and perhaps those of private agencies as well, need to be better coordinated and that a central U.S. data bank and reporting system is needed to facilitate such coordination.

The General Accounting Office is trying to provide a realistic evaluation of such a proposal. To do so, we must take full account of the views and experience of the agencies that conduct the principal programs of this kind and that would probably be the principal contributors to and users of the proposed data system.

Accordingly, we are sending the enclosed questionnaire today to 24 Federal agencies and 32 private organizations having programs in this field.

Attached to the questionnaire is a draft outline or model of a possible central U.S. data bank and reporting system for U.S. exchange and training programs. This was derived and adapted from two previous Government undertakings and is intended to provide part of the basis for your consideration of the questionnaire.

In our evaluation of this matter, we hope to bring to bear the full weight of your agency's experience in this field. To this end, all responses should be as concrete and comprehensive as possible. Where the questions call for judgments, they should be, so far as practicable, the judgment of the agency rather than of the individual.

We hope to complete our report before the end of this year. We must, therefore, request that your reply be not later than November 21.

To gain some time, I would greatly appreciate it if you would let us have the name and phone number of the person we should be in touch with about this project.

Please address your reply and any questions to:

Dr. J. Allan Hovey, Jr.
Audit Manager, International Division
U.S. General Accounting Office
1400 Wilson Blvd., Suite 138
Rosslyn, VA 22209

Thank you for your cooperation.

Sincerely yours,

J. K. Fasick
Director

Enclosure

QUESTIONNAIRE TO HEADS OF SELECTED AGENCIES

PROPOSAL FOR CLOSER COORDINATION AND INFORMATION-SHARING AMONG U.S. INTERNATIONAL EXCHANGE AND TRAINING PROGRAMS

INTRODUCTION

The need for closer coordination of U.S. international exchange and training programs and for a U.S. data bank and reporting system to facilitate such coordination has been asserted in a 1971 National Security Decision Memorandum, in 1977 congressional testimony, and repeatedly by specialists and practitioners in the years between.

The General Accounting Office has been seeking to evaluate this concept and to clarify what if any meaningful possibilities there are for improved interagency coordination and information-sharing in this area of public diplomacy.

President Carter's Reorganization Plan No. 2, submitted to the Congress on October 11, 1977, gives additional point and timeliness to the GAO study. The Plan would consolidate certain information, educational, and cultural functions of the State Department and the U.S. Information Agency in a new Agency for International Communication. According to the President's message, the new Agency "will coordinate the international information, educational, cultural and exchange programs conducted by the U.S. Government and will be a governmental focal point for private U.S. international exchange programs."

The questions below are designed to elicit your views and suggestions concerning the possible nature, advantages, and limitations of closer coordination and a central information and reporting system to support it.

Significant change in present arrangements would require either a consensus among the principal agencies concerned or a determination by the President and the Congress that such change would serve overall national interests of such importance as to override any agency indifference or opposition.

The present GAO study is intended to help identify such a consensus if it exists and/or to help define such national interests if they exist. The views and experience of the agencies and organizations active in international exchanges and training are indispensable to a sound assessment of this issue.

Source and purpose of model information system

The attached model for a central data bank and reporting system on U.S. exchange programs is derived and adapted from the system developed for the National Security Council's 1971 study on international exchanges and the current State Department Exchange Visitor Information System. The model's purpose is not to suggest an ideal format for future development but to provide part of the basis for exploring with Government and private agencies the nature of the system that might be established, its prospective users and uses, its costs, and its possible value as a tool for managing, coordinating, evaluating, and reporting on this area of public diplomacy.

Prospective participating agencies

Prospective participants in this system are those public and private agencies identified as predominantly or heavily engaged in international educational or cultural exchange programs or training having significance for long-term U.S. efforts to promote mutual understanding.

The list adopted for this purpose appears in Part I of the attached model. It is subject to adjustment. Not all of those listed can be consulted personally for this study, but many will be. Through this questionnaire, all are now being given an opportunity to present their views and suggestions in writing. Not all questions will be applicable to all respondents.

Although numerous international agencies fund international exchanges, they are not included in this list. If the contemplated information system is established and proves successful and if participation is seen to be advantageous for such agencies, consideration might well be given to their incorporation at a later stage.

Content of data base and reports

With respect to the model's data base and tabulations, we are seeking to determine the data elements useful to all or most agencies concerned. The views and suggestions of the prospective participating agencies, taking into account feasibility of collection and benefit to users, should be stated as precisely as possible.

The existing information system on exchange

In considering the questions and the model system below, respondents will want to have in mind key aspects of the State Department's present Exchange Visitor Information System (EVIS) mentioned above. EVIS collects basic information on some 70,000 foreigners who visit the United States each year on "J" visas. Such visitors are sponsored by some 1,800 official and private agencies and organizations under programs "designated" by the State Department. The sponsoring agencies supply the data to EVIS through the "J" visa application form, DSP 66, the system's source document. EVIS now contains data for fiscal year 1975 through the first quarter of fiscal year 1977. Its reporting and distribution arrangements are now being worked out. The system does not include data on the hundreds of thousands of foreigners visiting the United States annually on a variety of other non-tourist visas. Nor does it include data on Americans going abroad.

THE QUESTIONS

I. Interagency coordination of U.S. exchange and training programs:

1. What if any meaningful forms of interagency coordination and planning among these programs are lacking and should be adopted? Among which agencies or organizations? Within the United States or U.S. overseas missions, or both? Please explain.

2. What if any existing problems or deficiencies would be eliminated or what gains realized through improved coordination? Please cite examples.

3. What if any disadvantages or limitations do you perceive in introducing or augmenting interagency coordination and planning among such programs?

II. Assuming your agency were offered the option of participating or not in an information system, along the lines of the model, for reporting on international exchange and training programs:

1. Would such a system be useful to your agency in planning, implementing, or evaluating your exchange or training programs? If your answer is affirmative,

   a. How useful--marginally, moderately, or extremely?

   b. Please state specifically in what ways you would expect to make use of the system.

   If your answer is negative, please give your reason.

2. Would you be willing to include in your budget the resources necessary to contribute the information inputs outlined in the attached model?

3. The costs of establishing the system could range from $65,000 to $200,000. Annual costs of maintaining it could range from $25,000 to $75,000. (See pp. vi and vii.) Would you be willing to include a share of those costs in your budget?

III. Setting aside the concerns or needs of your own agency:

1. In your judgment, would such an information system serve overall national interests? If so, what interests and specifically in what ways?

IV. Assuming that a system, along the lines of the model, for reporting on major Government and non-Government international exchange and training programs were set up and that your agency were to participate:

1. Which Government agencies would you add to or delete from the proposed list of participants?

2. Which private organizations would you add or delete?

3. What information inputs would you add or delete?

4. What information outputs would you add?

5. Which information outputs would your agency expect to use? How many times a year would you wish to receive them?

6. Which agency or agencies, Government or private, would you suggest be given responsibility for establishing and maintaining the proposed system?

V. With regard to the present situation:

1. How much did your agency spend on international exchange or training in fiscal year 1976? How many Americans were involved in those programs; how many foreigners? What were the sources of funds for those activities? What if any portion of these activities were administered for you by another agency or by you for another agency?

2. Does your agency maintain computerized data on your international exchange or training operations?

   If so:

   a. Please attach a summary description of your system.

   If not:

   a. Do you believe an agency system of that kind could improve the efficiency or effectiveness of your programs? In what ways?

   b. Does your agency have plans to set up such a system?

3. Is there now any program coordination or exchange of information on international training and exchanges between your agency headquarters and others? If so, please describe.

4. What if any program coordination and information-sharing among these programs is now provided by U.S. overseas missions? Is any identification and recruitment, initial counseling and orientation, and debriefing and followup of foreign participants in your exchange or training programs coordinated with or performed for you by elements of U.S. Embassy country teams who are not employees of your agency?

5. Are there other steps--short of setting up a central information system like that in the attached model--that interested agencies might take to improve present performance and ability to serve national objectives? Please specify.

6. Should the Exchange Visitor Information System (EVIS) be expanded to include visitors entering the United States on other than "J" visas and/or include information on Americans going abroad? If so:

   a. Please indicate the kind of visa or category of visitors that should be added.

   b. Please suggest possible data collection methods.

7. Please describe what if any systematic exposure your exchangees or trainees have to the culture, values, and way of life of the country (U.S. or foreign) they are visiting.

VI. Other

1. Please enter any additional information, comments, or suggestions you wish.

VII. Information about respondent

Name : ____________________

Title : ____________________

Agency : ____________________

Address : ____________________

Telephone: ____________________

MODEL CENTRAL U.S. DATA BANK AND REPORTING SYSTEM FOR INTERNATIONAL EXCHANGE AND TRAINING PROGRAMS

I. INITIAL PARTICIPANTS

A. Government

ACTION
Agency for International Development
Department of Agriculture
Department of the Air Force
Department of the Army
Department of Commerce
Department of Defense
Department of Energy
Department of Health, Education, and Welfare
Department of Housing and Urban Development
Department of the Interior
Department of Labor
Department of the Navy
Department of State
Department of Transportation
Environmental Protection Agency
Export-Import Bank of the United States
National Aeronautics and Space Administration
National Endowment for the Arts
National Endowment for the Humanities
National Science Foundation
Smithsonian Institution
United States Information Agency
Veterans Administration

B. Private sector

African-American Institute
American Council of Learned Societies
American Council of Young Political Leaders
American Council on Education
American Field Service
American Friends of the Middle East, Inc.
American Friends Service Committee
American Management Associations International
Asia Foundation
Carnegie Corporation of New York
Council for International Exchange of Scholars
Council on International Educational Exchange
Council on International Programs
Center for Cultural and Technical Interchange between East and West
Eisenhower Exchange Fellowships, Inc.

Experiment in International Living
Ford Foundation
German Marshall Fund of the United States
Institute of International Education
International Association for the Exchange of Students for Technical Experience/United States, Inc.
International Research and Exchange Board
Latin American Scholarship Program of American Universities
National Association for Foreign Student Affairs
National Council for Community Services to International Visitors (COSERV)
Operation Crossroads Africa, Inc.
Partners of the Americas
People-to-People Program
Rockefeller Foundation
Sister Cities International
Social Science Research Council
Woodrow Wilson International Center for Scholars
Youth for Understanding

II. INFORMATION INPUTS

A. Biographic information on foreign or American exchangee or trainee

1. Name

2. Sex

3. Age

4. Date of birth

5. Country of residence

6. Educational level

7. Position/occupation in home country

8. Rank (Department of Defense sponsored programs)

B. Program information

1. Program identification and abstract

2. Whether the program is an original, an extension, or a transfer to another program

3. Sponsor class--U.S. Government, foreign government, or private organization

4. Program sponsor identification

5. Duration of the program, in months; date program participation began--date of arrival of foreign national in, or departure of U.S. national from, the United States

6. Category of visitor--student, trainee, teacher, professor, research specialist, international visitor, professional trainee

7. Educational field or non-study activity the visitor will be engaged in while in the United States or overseas

8. Program country or state

9. Export-Import--3 codes to distinguish between U.S. nationals undertaking a program abroad, foreign nationals visiting the United States on an exchange program, and foreign nationals participating in a U.S.-funded or sponsored program in a third country

10. Institution, school, or laboratory where program is pursued

C. Financial information--the financial support provided to the exchangee (sources and corresponding amounts)

D. Whether or not the visitor is subject to the 2-year home-country residence requirement

III. INFORMATION OUTPUTS

The information in the exchange records thus collected could be tabulated in numbers and percentages in a variety of ways. The following breakdowns by no means exhaust the possibilities.

Tabulations by:

A. Sponsoring agency

1. By program, by home occupation group
2. By program, by category of visitor
3. By country, by age group
4. By amount of financial support, by category of visitor
5. By individual, by country

B. Country or geographic region

1. By sponsor, by program
2. By home occupation group, by age group
3. By educational level
4. By military rank
5. By amount of financial support, by home occupation group
6. By individual, by program

C. Home occupation group

1. By geographic region, by country
2. By agency, by program
3. By individual

D. Age group

1. By foreign or U.S. nationality, by sex

E. U.S. State

1. By sponsor
2. By U.S. nationals
3. By foreign nationals

F. Individual by country

G. Institution by country

H. Field of training by country

SUMMARY OF COST ANALYSIS

System cost estimates are normally based on a detailed study of system requirements. In this case, it was necessary to provide the estimates without the benefit of a detailed study of requirements, so these cost estimates are not precise.

Estimated costs can vary considerably depending on unknown factors, such as whether generalized software is to be used in producing the output reports and what specific hardware configuration will be used to develop and operate the system.

In making the cost estimates, certain assumptions were used. The general assumption is that Government in-house resources would be available. If this were not the case and the project were done commercially, the costs could be 2-1/2 to 3 times higher. The more important of the other assumptions are listed below.

1. The application will be batch-processed on a Federal Government-owned and operated IBM 360-65 computer system.

2. All computer programs will be written in ANS COBOL by experienced in-house personnel.

3. The annual input transaction volume is 100,000 records. The cost of preparing the input will be borne by the participating agencies.

4. All output tabulations will be produced once a year.

5. The processing will include (a) input conversion and data validation, (b) sorting, (c) master file creation and updating, (d) report file creation and report production, and (e) development, testing, and maintenance of all programs and system files.

System establishment and operating costs, first year

1.	Development of system specifications and software	$37,000
2.	Magnetic tape, paper supplies, etc.	1,000
3.	Computer processing	2,000
4.	Annual operating costs	25,000
	Total	$65,000

System annual operating costs

1.	Maintenance of system software	$ 1,500
2.	Tapes, cards, and paper supplies	3,000
3.	Computer processing	7,500
4.	Personnel time	13,000
	Total	$25,000

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A SELECTED LISTING OF DIRECTORIES CONCERNING INTERNATIONAL EXCHANGE AND TRAINING

Federal Agencies

Department of Health, Education, and Welfare, Office of Education

American Students and Teachers Abroad; Sources of Information About Overseas Study, Teaching, Work and Travel, 1977

Inventory of Federal Programs Involving Educational Activities Concerned with Improving International Understanding and Cooperation, 1969

Opportunities Abroad for Teachers, 1977-1978

Department of State, Bureau of Educational and Cultural Affairs

Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs, 1975

Some Multilateral and Regional Organizations Engaged in International Educational and Cultural Activities, 1965

Some U.S. Government Agencies Engaged in International Activities, 1963

Private Agencies

Academy for Educational Development, Inc.--World Studies Data Bank

Area Studies on U.S. Campuses--A Directory, 1974

International Education Contacts on U.S. Campuses--A Directory, 1974

African-American Institute

African Colleges and Universities: A Digest of Information, 1970

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African Studies Association

Directory of African and Afro-American Studies in the United States, 1976

American Council on Education

International Directory for Educational Liaison, 1973

International Education: A Compendium of Federal Agency Programs by the International Education Project, 1977

American Council of Voluntary Agencies for Foreign Service, Inc., Technical Assistance Information Clearing House

U.S. Non-Profit Organizations in Development Assistance Abroad, 1971

American Friends of the Middle East

Teaching Opportunities in the Middle East and North Africa, 1975

Study and Research in the Middle East and North Africa, 1975

Association of African Universities

Directory of African Universities, 1974

Center for a Voluntary Society

Voluntary Transnational Cultural Exchange Organizations of the U.S.--A Selected List, 1974

Council on International Educational Exchange

The Whole World Handbook: A Student Guide to Work, Study and Travel Abroad, 1976-1977

Council for International Exchange of Scholars

Directory of Visiting Lecturers and Research Scholars in the United States, 1977

Institute of International Education

A Directory of Agencies in New York City Providing Community Services for International Students and Sponsored Visitors, 1974

Engineering Education in the United States, Third Edition, 1973

English Language and Orientation Programs in the United States, 1976

Evaluating Foreign Students' Credentials, 1975

Fields of Study in U.S. Colleges and Universities, 1975

Graduate Study in the United States, 1972

Guide to Foreign Medical Schools, Fourth Edition, 1972

Handbook on International Study for U.S. Nationals: Vol. I: Study in Europe, 1976

Handbook on International Study for U.S. Nationals: Vol. II: Study in the American Republics Area, 1976

Handbook on U.S. Study for Foreign Nationals, Fifth Edition, 1973

Study in U.S. Colleges and Universities: A Selected Bibliography, 1976

Summer Study Abroad, 1978

Teacher Education in the United States, 1971

Teaching Abroad, 1976

The Community and Junior College in the United States, 1973

U.S. College - Sponsored Programs Abroad: Academic Year, Seventh Edition, 1977

International Association of Universities

International Handbook of Universities, Sixth Edition, 1974

International University Exchange Fund

Educational Opportunities in Africa, 1974

National Association for Foreign Student Affairs

The NAFSA Directory 1977

National Council for Community Services to International Visitors

National Directory of Community Organizations Serving Short-Term International Visitors, (with Appendix on Private National Programming Agencies and Other Private and Government Agency Contacts), 1977-1978

Meridian House International, International Visitors Service, Council of Greater Washington Organizations

Organizations Serving International Visitors in the National Capital Area, 1973

University of Iowa, Office of International Education and Services

Overseas Opportunities for Students, 1976

Overseas Opportunities for Facility, 1976

U.S. GOVERNMENT INTERNATIONAL EXCHANGE AND TRAINING PROGRAMS

		FUNDING:
AGENCY: ACTION	Fiscal year 1976,	$81.3 million 5,825 volunteers
SUBAGENCY: Peace Corps	Fiscal year 1977,	$80.0 million 5,590 volunteers
	GEOGRAPHIC AREA:	Latin America, Africa, Near East, Asia, the Pacific

PROGRAM DESCRIPTION

The mission given to ACTION International Programs by the Peace Corps Act of 1961 is to

> "* * * promote world peace and friendship through a Peace Corps, which shall make available to interested countries and areas men and women of the United States qualified for service abroad and willing to serve, under conditions of hardship if necessary, to help the peoples of such countries and areas in meeting their needs for trained manpower, and to help promote a better understanding of the American people on the part of the peoples served and a better understanding of other peoples on the part of the American people."

ACTION reports that since 1961 the Peace Corps has trained over 65,000 Americans for voluntary service abroad. The Peace Corps trains individuals in education, health and nutrition, agricultural development, urban development, public works projects, and conservation. The host country requests volunteers from the Peace Corps to perform specified duties in locally planned programs.

Peace Corps volunteers are provided preservice orientation in the United States and training abroad in language, technical skills, and cultural orientation.

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AGENCY: AID		FUNDING:
	Fiscal year 1976,	$28 million 6,835 participants
	Fiscal year 1977,	$41.8 million, 1/ 6,822 participants
	GEOGRAPHIC AREA:	Latin America, Africa, Asia, Near East, Europe, Canada

PROGRAM DESCRIPTION

AID, an agency of the Department of State, administers a Participant Training Program to provide technical education, personnel development, and guidance to developing countries. According to the Foreign Assistance Act of 1961, the purpose of the program is to

> "* * * assist the people of less developed countries in their efforts to acquire the knowledge and resources essential for development and to build the economic, political, and social institutions which will meet their aspirations for a better life, with freedom, and in peace."

Most AID participants are trained in the United States in education, public health, agriculture, nutrition, business, local government, community development, transportation, housing, and engineering. These programs, designed to meet the country's specific development requirements, involve academic training as well as specialized observation and on-the-job training. Prior to coming to the U.S., participants attend orientation sessions at AID missions in their home country. AID reports that since 1941, approximately 187,000 foreign nationals have received training under the foreign assistance program, either in the United States or other countries.

In March 1978 there were Resource Services Supporting Agreements with 17 Federal departments and agencies which were utilized for training. Some 250 colleges and universities and many private businesses, industries, and other institutions provide training for AID participants.

1/AID says most of this increase is explained by a change in the way it determines such costs.

During fiscal year 1977 there were 1,660 participants from Africa, 1,671 from Asia, 2,138 from Latin America, 1,282 from the Near East, and 71 participants from other regions, including third country training.

AID'S PARTICIPANT TRAINING PROGRAM

FISCAL YEAR 1976

Participants in Training--Noncontract Programs

Participating Agency	Total	Academic training	Non-academic training	Total cost of program (000 omitted)
AID - Office of International Training	1,884	1,137	747	$3,000
Department of Agriculture	1,018	643	375	2,458
Department of Commerce:				
Bureau of the Census	40	2	38	
National Oceanic and Atmospheric Administration	37	23	14	
Department of Labor	91	1	90	
Department of the Treasury:				
Bureau of Customs	114	-	114	
Department of Justice:				
Drug Enforcement Administration	155	-	155	
Other agencies (Less than 30 trainees)	153	21	132	
Total	3,492	1,827	1,665	$5,458

Participants In Training--Contract Programs

Participating Agency	Total	Academic training	Non-academic training	Total cost of program (000 omitted)
African-American Institute	508	508	-	22,542
Development Associates Inc.	231	30	201	
Front Royal Institute	294	-	294	
Inter-American Dialogue Center	127	-	127	
Johns Hopkins University	57	1	56	
Latin American Scholarship Program of American Universities, Inc.	588	588	-	
University of Wisconsin	109	108	1	
Washington University	55	-	55	
Other agencies (Less than 50 trainees)	555	327	228	
Total	2,524	1,562	962	$22,542
Total participants	6,016	3,389	2,627	
Other participants trained in third countries	819			
Total all participants and costs	6,835			$28,000

AID'S PARTICIPATING TRAINING PROGRAM

FISCAL YEAR 1977

Participants in Training--Noncontract Programs

Participating agency	Total	Academic training	Non-academic training	Total cost of program
				(000 omitted)
AID:				
Office of International Training	1,899	890	1,009	$2,500
Department of Agriculture	843	530	313	
Department of Commerce:				
Bureau of the Census	58	9	49	
Department of Labor	144	1	143	
Department of Transportation:				
Federal Aviation Administration				2,336
Department of Treasury:				
Bureau of Customs	92	-	92	
Department of Justice:				
Drug Enforcement Administration	187	-	187	
Other agencies (Less than 30 trainees)	114	31	83	
Total	3,374	1,461	1,913	$4,836

Participants in Training--Contract Programs

Participating agency	Total	Academic training	Non-academic training	Total cost of program
African-American Institute	670	668	2	
Development Assocates, Inc.	226	-	226	
Foundation Cooperative Housing Services, Inc.	61	61	-	
Front Royal Institute	312	-	312	
John Hopkins University	126	-	126	
Latin American Scholarship Program of American Universities Inc.	431	431		
Meharry Medical College	55	8	47	
University of Wisconsin				
Washington University	62	-	62	
Other agencies (Less than 50 trainees)	498	332	166	
Total	2,526	1,585	941	$37,000
Total participants	5,900	3,046	2,854	
Other participants trained in third countries	922			
Total all participants and costs	6,822			$41,836

AGENCY: DOD

SUBAGENCY: Department of the Army
Department of the Air Force

Department of the Navy

FUNDING: IMETP
Fiscal year 1976, $23 million
6,280 participants
Fiscal year 1977, $25.1 million
5,012 participants

FMS
Fiscal year 1976, $404.6 million
18,033 participants
Fiscal year 1977, $435.0 million
13,476 participants

GEOGRAPHIC AREA: East Asia and Pacific,
Near East and South Asia,
Europe, Africa,
American Republics

PROGRAM DESCRIPTION

DOD provides defense articles, training, and other defense services to foreign governments by sale--Foreign Military Sales Program; and grant-aid--International Military Education and Training Program.

International Military Education and Training Program (IMETP)

Under IMETP, personnel of foreign governments may receive military training and education on a grant basis, as stated in the Foreign Assistance Act of 1961, through

> "* * * (1) attendance at military educational and training facilities in the United States (other than Service academies) and abroad; (2) attendance in special courses of instruction at schools and and institutions of learning or research in the United States and abroad; and (3) observation and orientation visits to military facilities and related activities in the United States and abroad."

The objectives of this training program, as stated in the authorizing legislation, are:

"* * * (1) to encourage effective and mutually beneficial relations and increased understanding between the United States and foreign countries in furtherance of the goals of international peace and security; and

"(2) to improve the ability of participating foreign countries to utilize their resources, including defense articles and defense services obtained by them from the United States, with maximum effectiveness, thereby contributing to greater self-reliance by such countries."

Foreign Military Sales Training

The Arms Export Control Act authorizes the sale of defense articles, services, and training to eligible foreign countries through loans and repayment guarantees on a reimbursable basis. Military education and training under FMS are of the same type as that provided by IMETP.

The training is provided to "friendly countries having sufficient wealth to maintain and supply their own military forces at adequate strength, or to assume progressively larger shares of the costs thereof * * *."

U.S. military installations providing such training include the U.S. Army Command and General Staff College, Ft. Leavenworth, Kansas; Army Engineer School, Ft. Belvoir, Virginia; Army Quartermaster School, Ft. Lee, Virginia; Air Command and Staff College, Maxwell Air Force Base, Alabama; Naval War College, Newport, Rhode Island; and other service schools. Title 10 of the U.S. Code authorizes cadet training at U.S. Military Academies for a limited number of foreign nationals. During fiscal year 1976, 54 foreign nationals were attending U.S. Military Academies.

In addition to training provided to foreign nationals at U.S. service schools, each service has a personnel exchange program with military services of other nations. These programs are small and operate on a one-for-one exchange basis among individuals usually of equal rank.

AGENCY: HEW

SUBAGENCY: Office of Education

FUNDING:
Fiscal year 1976, $4.8 million,
1,188 participants
Fiscal year 1977, $5.0 million
1,181 participants

GEOGRAPHIC AREA: Africa,
Latin America,
East Asia,
Southeast Asia,
South Asia,
East Europe/
Soviet Union
Middle East

PROGRAM DESCRIPTION

The Division of International Education of the Office of Education administers and plans training, institutional development, research programs and services, and ethnic heritage studies in the field of international education. The general purpose of the Office of Education programs in international studies both in the United States and abroad is to "strengthen American education in foreign languages, area studies, and world affairs."

During fiscal year 1977, the Office of Education conducted the following programs overseas: Doctoral Dissertation Research Abroad--141 participants; Foreign Curriculum--17 participants; Group Projects Abroad--909 participants; and Faculty Research Abroad--58 participants. Other programs included advanced language training and seminars abroad.

In addition, the Office of Education administers the Teacher Exchange and the International Educational Development Programs with funds transferred to it by CU, as authorized in the Mutual Educational and Cultural Exchange Act of 1961, as amended. There were 459 participants (American and foreign) in these programs during fiscal year 1977 at a cost of $340,776.

The exchange of teachers may involve direct interchanges and one-way placement of American elementary and secondary school teachers abroad and foreign teachers in U.S. schools, such as school for school, grade for grade, or subject for subject.

The research projects abroad provide opportunities for advanced graduate students and faculty to engage in full-time dissertation research and faculty research ranging from 3 to 12 months in modern foreign language and area studies and world affairs. The group projects abroad provide grants to U.S. educational institutions or nonprofit educational organizations. There are other programs conducted in the areas of comparative studies and cooperative research abroad.

In addition to the research programs abroad, the Office of Education provides facilitative services to international visitors. During fiscal year 1977, it extended such services to 1,155 foreign visitors.

HEW's Office of Education

Fulbright-Hays Program

Program	Fiscal year 1976		Fiscal year 1977	
	Costs	Participants	Costs	Participants
Teacher Exchange Program a/	$ 248,821	212 American 134 foreign	$ 235,066	217 American 124 foreign
International Educational Development Program a/	119,181	121 foreign	105,710	118 foreign
Total programs reimbursed by CU a/	$ 368,002	467	$ 340,776	459
Fulbright-Hays programs abroad:				
Faculty Research Abroad	$ 442,842	46 American	$ 605,516	58 American
Doctoral Dissertation Abroad	1,383,835	143 American	1,421,724	141 American
Group Projects Abroad	2,344,187	924 American	2,607,252	909 American
Foreign: Curriculum Consultant	442,842	16 foreign	232,875	17 foreign
P.L. 480 Summer Seminars Abroad	176,832	59 American	179,410	56 American
Total Fulbright-Hays programs abroad b/	$4,790,538	1,188	$5,046,777	1,181

a/ Programs administered by the Office of Education with funds transferred from the Department of State. (See footnote b, p. 7.)

b/According to HEW, costs include Office of Education Special Foreign Currency funds, which are administered, as appropriate, on an integrated basis with the Office's Fulbright-Hays funds.

FUNDING:

AGENCY: HEW

Fiscal year 1976, $12.2 million,
996 participants

Fiscal year 1977, $13.8 million,
1,109 participants

SUBAGENCY: Public Health Service
National Institutes of Health

PROGRAM DESCRIPTION

The Fogarty International Center, established by the Congress in 1968 is the central coordinating point for the National Institutes of Health (NIH) international activities. The Center reports that its programs encourage and provide opportunities for study and discussion of research and public health within the international biomedical community. The Center's activities include an Advanced Study Program whereby U.S. and foreign scientists come together to increase their knowledge and understanding of international biomedical research and related activities, and the International Exchange Program whereby U.S. and foreign scientists participate in joint research projects.

The following international exchange programs are coordinated by the Fogarty International Center:

1. International Research Fellowship Program. Under this program, international research fellowships are awarded to eligible foreign scientists at the post-doctoral level to enable them to come to the United States to pursue biomedical research projects at U.S. institutions. Awards are for periods of 6 to 12 months. During fiscal year 1977, 141 foreign nationals received awards by the Fogarty Center.

2. Senior International Fellowship Program. This program was established in 1975 to give U.S. schools of medicine, osteopathy, dentistry, and public health the opportunity to nominate faculty members at midcareer to go abroad to study. These fellowships are made for periods of 3 to 12 months for research and study in the health sciences at foreign host institutions. During fiscal year 1977 there were 59 Senior Fellows abroad.

3. Visiting Program. The purpose of this program is to "invite distinguished and talented scientists at all levels of their career to NIH for an interchange of scientific information and training."

   There are three program categories in which an individual may be invited to participate: the Visiting Associates and the Scientists programs for the performance of services directly for NIH and the Visiting Fellows program whose awards support post-doctoral research training. NIH reports that awards are made to individuals with a doctoral degree in a health science field whose post-doctoral experience does not exceed 3 years.

4. Fogarty Scholars-in-Residence. This program allows qualified American and foreign scholars to participate in individual study, group interaction, and research projects. During fiscal year 1977, there were 16 scholars representing a variety of medical specialties.

   The Fogarty Center also coordinates the following international programs: International Education Program, a Specialist Health Exchange Program with the Soviet Union and Romania, a Guest Worker Program, and an International Visitor Center which is responsible for scheduling meetings for foreign scientists and health administrators and coordinating these appointments with their visits to other research centers.

HEW's Public Health Service/NIH
International Exchange Programs

	Fiscal year 1976		Fiscal year 1977	
	Costs	Participants	Costs	Participants
	(000 omitted)		(000 omitted)	
Senior International Research Fellowship	$ 717	42	$ 1,060	59
Visiting Program	8,670	731	9,655	795
International Research Fellowships	1,605	137	1,970	141
U.S. Fellows Abroad	1,050	75	823	98
Fogarty Scholars-in-Residence	166	11	270	16
Total programs	$12,208	1,096	$13,778	1,109

AGENCY: HEW

SUBAGENCY: Office of Human Development Services

PROGRAM DESCRIPTION

The Office of Human Development Services' international programs include training services for foreign nationals, international research projects, and exchanges of experts in social rehabilitative services. Subject areas include: vocational rehabilitation, maternal and child health, income maintenance, public welfare, policy and planning, social services to children and youth, organization of community services, and problems of such special groups as the aging.

The Office conducts such programs and provides services for visiting international scholars, scientists, administrators, or practitioners referred by the United Nations, AID, or the Department of State. In addition, the Office administers bilateral exchanges of experts between itself and countries cooperating in research and demonstration projects, including Egypt, Guinea, Israel, India, Morocco, Pakistan, Poland, Tunisia, and Yugoslavia.

During fiscal year 1976, 275 foreign nationals, primarily sponsored by AID and the United Nations received services from the Office.

AGENCY: HEW

SUBAGENCY: Social Security Administration

PROGRAM DESCRIPTION

The International Staff of the Social Security Administration arranges training programs for foreign visitors covering aspects of organization and management of social insurance administration. These programs are conducted under agreements between the Social Security Administration and the sponsoring agencies, primarily the State Department, AID, international organizations, private foundations, and the visitors' governments.

Social Security's international programs include observation, consultation, and technical training in the administrative and functional components of a social security system; research and statistics; personnel management; administrative appeals; fiscal management; budget development and control; recordkeeping; actuarial work; and any other area of particular interest to the visitor. A program may consist of conferences, seminars, and study programs, depending on the visitors' needs and may range anywhere from 2 weeks to 6 months.

Visitors to the Social Security Administration include top level government and business executives, middle-management officials, technicians, foreign scholars, students, researchers, and labor officials. Social Security reports that since the formal inauguration of its international program in 1962, almost 8,000 visitors from 125 countries have participated in training programs organized by the International Staff.

Through reimbursement arrangements with AID and international donor agencies, technical experts from Social Security serve on short-term advisory assignments to developing countries in an effort to assist missions abroad under bilateral and multilateral technical assistance programs.

During fiscal year 1977, Social Security hosted 369 visitors from 55 countries in the following areas:

Area	Visitors
Europe	230
Far East, Asia, and South Pacific	52

Area	Visitors
North America	5
Latin America	29
Africa	26
Middle East	27

AGENCY: Department of State

FUNDING:
Fiscal year 1976, $55.3 million
5,202 participants
Fiscal year 1977, $59.0 million
5,087 participants

SUBAGENCY: CU

GEOGRAPHIC AREA: Worldwide

PROGRAM DESCRIPTION

Before it was absorbed into ICA, CU conducted the official exchange program of the United States, as authorized by the Mutual Educational and Cultural Exchange Act of 1961, as amended. CU, staffed by 262 individuals in fiscal year 1977, provided administrative support for the program and conducted its programs with approximately 150 countries around the world. There were six regional offices within CU, covering Africa, Eastern Europe, Western Europe, East Asia and the Pacific, American Republics, and Near East and South Asia.

Through the exchange of U.S. and foreign scholars, professors, teachers, students, and international visitors, CU sought to promote mutual understanding. During fiscal year 1977, 1,916 foreign nationals participated in academic programs sponsored by CU and 1,803 in international visitor programs. CU also supported private efforts to assist foreign students who were without U.S. Government grants or other sponsorship.

The international visitor program provided opportunities for foreign leaders and potential leaders to visit the United States to observe American institutions and culture and to promote their professional and vocational interests. A program ranged from 30 days to 120 days, either for observation and consultation with professional colleagues, specialized programs of specialized training or practical work experience in selected institutions or organizations, or educational travel.

CU also provided grants to Americans, under the American Specialist program, for periods of 1 to 3 months to visit other countries for the purpose of

--"* * * undertaking specific assignments at the request of foreign groups and institutions for advisors or consultants on their organization, programs or techniques in specific subject fields.

--"Public lecturing and/or conducting workshops, seminars or clinics in situations that are primarily non-academic." Awards for this program are on an invitational basis.

To develop its programs, CU received cooperation and counsel from appointed boards, and advisory and binational commissions. It maintained contact with AID, USIA, HEW, and other U.S. Government agencies. Approximately 250 private agencies received partial support from CU. During fiscal year 1977 CU expended $26.6 million for activities administered by private contracting agencies under grant agreements.

CU Exchange Program Appropriations

World Summary

	Fiscal year 1976		Fiscal year 1977	
	Amount	Number of grants	Amount	Number of grants
Africa	$ 5,350,820	725	$ 6,346,000	735
American Republic	5,866,288	804	6,554,000	718
Western Europe	6,384,954	1,849	6,848,000	1,769
Eastern Europe	4,245,199	605	5,064,000	595
East Asia and the Pacific	7,727,313	741	8,223,000	783
Near East and South Asia	5,665,714	478	6,433,000	487
Cooperation with private institutions worldwide	1,147,775	-	1,080,000	-
Total by area	36,388,063	5,202	40,548,000	5,087
Youth Exchange Program	707,000		707,000	
Special programs for non-grant students	1,212,966		1,350,000	
Total exchange of persons programs	38,308,029		42,605,000	
Aid to American-sponsored schools abroad	1,799,887		1,715,000	
Cultural presentations	1,200,000		1,000,000	
United Nations Educational, Scientific and Cultural Organication support activities	655,928		705,000	
Program services costs:				
Domestic	5,205,949		5,556,000	
Overseas	4,609,136		4,934,000	
Administrative expense limitation	3,513,133		2,504,000	
Unobligated balance lapsing	32,938			
Total program appropriations	$55,325,000		$59,019,000	

CU Exchange Participants by Grant Category

	Fiscal years	
Academic programs	1976	1977
Students:		
Foreign	1,303	1,274
U.S.	435	371
Teachers:		
Foreign	167	140
U.S.	113	103
Professors, research scholars:		
Foreign	485	502
U.S.	597	602
International visitors programs		
International visitors:		
Observation and consultation	1,507	1,513
Specialized programs:		
Foreign	172	111
U.S.	221	292
Educational travel:		
Foreign	186	179
U.S.	16	-
Total participants	5,202	5,087

AGENCY: National Science Foundation (NSF)

FUNDING:
Fiscal year 1976, $2 million
228 American participants
239 Foreign participants
Fiscal year 1977, $2 million
233 American participants
236 Foreign participants

GEOGRAPHIC AREA: Australia, Republic of China, India, Romania, Hungary, Czechoslovakia, Bulgaria, Soviet Union, France, Israel, Italy, Japan, Latin America, New Zealand

PROGRAM DESCRIPTION

The National Science Foundation Act of 1950, as amended, permits NSF to support basic research projects and applied research at academic and other nonprofit institutions. NSF is authorized by law to

> "* * * foster the interchange of scientific information among scientists in the United States and foreign countries; * * * to initiate and support specific scientific activities in connection with matters relating to international cooperation, national security * * * [and the effects of scientific applications upon society] by making contracts or other arrangements * * * for the conduct of such activities * * *."

NSF reports that support for its projects is based on "the scientific merit of the proposed project and the likelihood that the event will lead to fruitful international collaboration." NSF international programs are designed to promote collaboration and exchange of information among scientists, engineers, scholars, and institutions of research and higher learning of the United States and cooperating countries. The projects include scientific seminars and workshops, scientific visits, joint research projects, and similar exchanges of information.

NSF programs include: cooperative science programs in Latin America; United States-France exchange of scientists; United States-India exchange of scientists; and cooperative science programs with Romania, Hungary, Poland, Yugoslavia, Czechoslovakia, Bulgaria, and the Soviet Union.

In fiscal year 1977, NSF directly supported 469 participants in international programs at a cost of $2 million, excluding excess of foreign currency funds. The Department of State, Ford Foundation, National Academy of Sciences, and a few U.S. universities participated in these programs.

AGENCY: Department of Agriculture (USDA)

PROGRAM DESCRIPTION

The USDA International Training Office plans, develops, and conducts technical courses for foreign nationals in the United States or overseas. These programs are primarily conducted for and at the expense of AID, the United Nations, and the Food and Agriculture Organization, as well as foreign governments. Other bureaus of USDA also provide services to international visitors.

The international training programs are both academic and nonacademic and include degree programs, practical professional and skill development programs, specialized short courses in the United States or overseas, on-the-job training, and personnel planning. The technical courses for international trainees are designed to meet the specific needs of the developing country in such areas as agricultural development planning, production practices, price and supply stabilization, marketing, agricultural management, cooperative development, agricultural statistics, and agricultural credit.

USDA reports that in the past 3 decades training programs have been arranged for more than 55,000 agricultural scientists, administrators, teachers, and technicians. During the first nine months of fiscal year 1977, the International Training Office programed and provided administrative support to the following participants:

Sponsor	Number
AID	840
United Nations	225
CU/Department of State	95
Foreign financed	62
Other	21

No USDA funds were spent for international training programs.

AGENCY: Department of Commerce

SUBAGENCY: Bureau of the Census

PROGRAM DESCRIPTION

During fiscal year 1976 the Census Bureau provided training to 215 foreign nationals and arranged programs for 115 international visitors. These individuals were sponsored by AID, United Nations, Food and Agriculture Organization, and other United Nations specialized organizations; the World Bank; the Organization of American States; the Ford Foundation; other private organizations; or the participants' own governments.

The Bureau of the Census conducts training programs for foreign nationals at the International Statistical Training Program Center in five major areas: population statistics and demographic analysis, sampling and survey methods, agricultural surveys and census (based on Joint Food and Agriculture/U.S. agricultural statistics training program), economic surveys and censuses, and computer data systems. These programs are designed to provide training for persons with responsibility for statistical operations and for those engaged in research and analysis. A program may range from 4 months to 1 year.

The programs are conducted through classroom and laboratory sessions, seminars, workshops, field trials, and group projects. Before they begin the technical training programs, 1 week of general orientation is provided to participants in the United States at the Washington International Center and at the Bureau of the Census.

AGENCY: Department of Commerce

SUBAGENCY: Bureau of Economic Analysis

PROGRAM DESCRIPTION

The Bureau of Economic Analysis is responsible primarily for the general economic analysis done in the Department of Commerce. The Bureau also conducts an 11-month training program in cooperation with AID to develop national economic accounts which are designed for evaluating, planning, and promoting economic growth and social improvement in developing countries.

The training program consists of a series of units devoted to the various forms of national economic accounting and is conducted through seminars, classroom presentations, demonstrations of technical methods, laboratory work, and observation.

The trainees are primarily sponsored by AID, the United Nations Development Program, specialized agencies of the United Nations, the Organization of American States, the Asia Foundation, the Ford Foundation, and the participants' own governments. During fiscal year 1976, 18 foreign nationals were trained by the Bureau representing the following countries: Jamaica, Nigeria, Argentina, Tanzania, Korea, Ghana, Yemen Arab Republic, Indonesia, Saudi Arabia, Chile, Taiwan, Jordan, Iran, Honduras, and Swaziland.

AGENCY: Department of Energy

PROGRAM DESCRIPTION

The Department of Energy (previously the Atomic Energy Commission and the Energy Research and Development Administration), provides technical support for U.S. participation in the International Atomic Energy Agency.

The Agency has as its objective to "accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world." It encourages and assists research on development and practical applications of atomic energy for peaceful uses. Accordingly, it promotes the exchange of scientific and technical information as well as the exchange and training of scientists and experts in the field of energy.

During 1976, the Department of Energy, in cooperation with the International Atomic Energy Agency in Vienna, Austria, conducted fellowship and specialized training courses in the United States for 223 foreign nationals at a cost of $883,650 provided by AID, and $365,296 from the Department of Energy.

AGENCY: Department of Housing and
Urban Development (HUD)

PROGRAM DESCRIPTION

HUD's Office of International Affairs administers programs for interested foreign visitors in such areas of housing and urban development as low income housing projects, flood insurance, land use and urban growth, international housing and new towns, rehabilitation and neighborhood preservation, etc. A program may range from a half day to a full day of appointments with HUD officials in a specific area, as requested by the sponsor.

Visitors to HUD include leading government and city officials, architects, research scholars and professors, study teams, and unsponsored individuals. HUD's programs for visitors are requested by the Department of State, other Federal agencies, and foreign embassies.

During fiscal year 1977, HUD provided services to 409 visitors from 35 countries.

AGENCY: Department of the Interior

SUBAGENCY: Bureau of Land Management

PROGRAM DESCRIPTION

The Bureau is responsible for the management of U.S. forestry and rangeland programs; the preservation of wildlife, and the development of recreational opportunities. The Bureau directs and conducts economic, technical, resource, and related environmental studies related to mineral development. On the average, the Bureau trains 40 foreign nationals a year in institutional land management technology, resource management, land use planning, and environmental issues. These participants are primarily sponsored by AID.

AGENCY: Department of the Interior

SUBAGENCY: Bureau of Mines

PROGRAM DESCRIPTION

The Office of International Data and Analysis in the Bureau of Mines, on request of sponsoring agencies, plans and conducts training programs related to all aspects of mining--health and safety research, mineral processing and metallurgy, the recovery of minerals and metals from solid wastes, and mineral and materials supply/demand analyses.

A program may include a combination of the following: academic work, on-the-job experience, or visits to selected mining and milling operations. The Bureau reports that since 1948 training programs have been implemented for more than 700 trainees from 60 countries.

AGENCY: Department of the Interior

SUBAGENCY: National Park Service

PROGRAM DESCRIPTION

The National Park Service provides training and orientation services to foreign visitors sponsored by AID; the State Department; the United Nations Educational, Scientific and Cultural Organization; international organizations; and private organizations, under reimbursement arrangements. These training services include programing information, arranging professional contacts, and training in national park affairs.

A program may range from short discussions with the visiting foreigners in National Park Service headquarters or field offices, to long-term training programs in its training facilities.

During fiscal year 1976, training and orientation services were provided to 362 foreign nationals, including 17 AID trainees and 6 United Nations fellows. The other participants were financed either by the individual, the sending government, or an outside organization.

AGENCY: Department of Labor

SUBAGENCY: Bureau of International Labor Affairs

PROGRAM DESCRIPTION

The Office of International Visitor Programs of the Bureau of International Labor Affairs plans, develops, and arranges training programs for international visitors in fields of labor, manpower, industrial labor, and related fields. The international visitors are primarily sponsored by AID, CU, Department of State, United Nations agencies, regional institutes of the AFL-CIO, and several foundations.

The Office's programs are designed to meet the needs and objectives of the international visitors and may range anywhere from 1 week to 6 months.

The Office has arranged programs in: manpower assessment and planning, administration of training centers, industrial economics, electronic data processing, cost accounting, computer operating systems design, product planning, and a host of others. During fiscal year 1977 the Office planned programs for 1,133 international visitors primarily sponsored by AID and CU.

AGENCY: Department of Transportation

SUBAGENCY: Federal Aviation Administration

PROGRAM DESCRIPTION

The Federal Aviation Administration has no exchange program. It trains foreign nationals under reimbursement arrangements with foreign governments, AID, and international organizations.

Based on a request by the foreign government, foreign nationals are enrolled by the Federal Aviation Administration in the desired program. Training in all aspects of civil aviation is provided at the Federal Aviation Administration Academy, Aeronautical Center, Oklahoma City, Oklahoma. Approximately 500 to 600 foreign nationals are trained each year by the Academy.

AGENCY: Department of Transportation

SUBAGENCY: Federal Highway Administration

PROGRAM DESCRIPTION

The National Highway Institute of the Federal Highway Administration, conducts training and orientation programs for foreign highway officials and others interested in highway practices in the United States. These activities may range from a single day's meeting with selected officials to a year or more of academic study at a university offering a highway-related curriculum of interest to the visitor.

The visitors to the National Highway Institute are primarily sponsored by AID, the United Nations, the Organization of American States, the International Road Federation, the World Bank, and foreign embassies. The Institute also arranges training and orientation tours for individuals who seek training on their own. During fiscal year 1976, the Institute provided services to 461 foreign visitors.

AGENCY: National Aeronautics and Space Administration (NASA)

PROGRAM DESCRIPTION

The Resident Research Associateship Program is conducted by the National Research Council and held at NASA Centers. The objectives of the Resident Research Associateship Program is to provide post-doctoral scientists and engineers opportunities for research on problems of their own choice and to contribute to the general research effort of the Federal laboratories. Applications are reviewed by scientists and engineers appointed by the Research Council; however, the review is contingent upon the determination that the proposed plan of research is of interest to NASA and the applicant is acceptable for resident status at a NASA Center.

NASA reports that in fiscal year 1976, $4.5 million was spent with the National Academy of Sciences to conduct the National Research Council/NASA Resident Research Associateship Program for 160 American participants and 159 foreign participants.

AGENCY: National Foundation on the Arts and the Humanities

SUBAGENCY: National Endowment for the Arts

PROGRAM DESCRIPTION

The National Endowment for the Arts, part of the Foundation on the Arts and the Humanities, supports the development and growth of arts and cultural institutions in the United States. The Endowment reports that its international activities include the exchange of and assistance to museums developing exhibitions with "international flavor."

The United States/United Kingdom Bicentennial Exchange Fellowships program which began in 1976, provides five fellowships for work and study in each country annually, under an agreement between the two Governments. These fellowships are awarded to mid-career professional American artists as well as to an equal number of British artists who display potential in their fields. Programs are in the areas of architecture/environmental arts, dance, folk arts, literature, theatre, museums, music, public media, and visual arts.

The fellowships are usually awarded for at least 9 consecutive months in residence in the United Kingdom or the United States. The final selection of American participants is handled by the British selection committee, and the American selection committee makes the final selection of the British participants.

This program is partly funded by the Arts Endowment, the Department of State, and the British Council.

AGENCY: National Foundation on the Arts and the Humanities

SUBAGENCY: National Endowment for the Humanities

PROGRAM DESCRIPTION

The National Endowment for the Humanities, part of the National Foundation on the Arts and the Humanities, was created by the Congress to support research and educational projects in the humanities. As defined in the legislation, the humanities include

> "* * * the study of the following: language, both modern and classical; linguistics; literature; history; jurisprudence; philosophy; archaeology; comparative religion; ethics; the history, criticism, theory, and practice of the arts * * *."

The Endowment provides grants and fellowships to individuals and organizations for research, education, and public programing in the humanities.

The Endowment supports the development of the humanistic aspects of foreign area studies and foreign language curricula, international museum exhibitions, and research by American scholars into the history, literature, and culture of foreign nations.

During fiscal year 1976, the Endowment contributed funds for 15 archaeological projects involving foreign sites and supported 630 Americans who traveled abroad in programs administered by a variety of organizations, including the International Research and Exchange Board of the American Council of Learned Societies, the Social Science Research Council, and the Committee on Scholarly Communications with the Peoples Republic of China. The National Endowment for the Humanities provided support to research and training centers in the Far East for advanced study and awarded 71 fellowships for independent study and research abroad.

AGENCY: Smithsonian Institution

PROGRAM DESCRIPTION

The Smithsonian's educational and cultural exchange program is designed to "provide opportunities for study, training, lecturing, observing, consulting, attending symposia and conferences, and continuing research for qualified foreign students, technicians, lecturers, and specialists, to promote the general interest of international exchange." The Smithsonian's programs include predoctoral and post-doctoral fellowships for research in natural sciences as well as in cultural and art history.

The Smithsonian provides training and consultation in the major areas of museum operations, such as exhibits, conservation of museum specimens, museum administration, and collections management.

Funds for the Smithsonian exchange visitors program and for foreign travel is derived from Smithsonian Federal appropriations, private sources, collaborating institutions, and the Special Foreign Currency Program. During fiscal year 1977 the Smithsonian spent $684,000 for 448 trips abroad; and $150,000 for 17 exchange visitors.

AGENCY: United States Environmental
Protection Agency (EPA)

PROGRAM DESCRIPTION

EPA was established in 1970 to "centralize the major environmental regulatory programs of the Federal Government." The authorizing legislation directs that "all agencies of the Federal Government shall * * * recognize the worldwide and long-range character of environmental problems, and lend appropriate support to initiatives, resolutions and programs designed to maximize international cooperation."

EPA provides international visitors with briefings and tours designed to highlight policy and management aspects of environmental control programs and environmental information workshops. It arranges for the exchange of environmental reports throughout the world. EPA's visitors include environmental officials from national and international organizations, industrial and labor union representatives, scientists and engineers, city officials, journalists, and students.

In addition, EPA works with other countries on the entire range of environmental problems, including air and water pollution, noise, toxic substances, solid waste disposal, radiation, etc.

During fiscal year 1976, EPA provided services to 357 visitors from 45 countries in Europe, South America, North America, Africa, Australia, and Asia. These visitors represented international organizations, legislators, industrial organizations, and academic institutions.

AGENCY: USIA

PROGRAM DESCRIPTION

Before it was absorbed into ICA, USIA sought to promote in other countries a better understanding of the United States and its policies through the dissemination abroad of information about the United States, its people, and policies.

Under a reimbursement arrangement, USIA officers overseas administered CU's overseas functions. There were approximately 187 USIA posts in 113 countries around the world.

USIA maintained four media services to support its field operations--Press and Publications Services, Motion Picture and Television Service, Information Center Service, and Broadcasting Service (Voice of America). USIA also sponsored English teaching in 109 binational centers and 15 USIA-supported language centers.

In addition, USIA conducted a Voluntary Speakers Program for bringing Americans who were abroad before foreign groups to discuss subjects of mutual concern. USIA paid only the diversionary travel and other incidental costs involved for the individual to speak at a particular location. During fiscal year 1976, 433 individuals participated in the Voluntary Speakers Program.

PRINCIPAL OFFICIALS CONCERNED WITH THE SUBJECT OF THIS REPORT

	Tenure of office	
	From	To
DEPARTMENT OF STATE		
SECRETARY OF STATE:		
Cyrus R. Vance	Jan. 1977	Present
UNITED STATES INFORMATION AGENCY		
DIRECTOR:		
John E. Reinhardt	Mar. 1977	Mar. 1978
INTERNATIONAL COMMUNICATION AGENCY		
DIRECTOR:		
John E. Reinhardt	Apr. 1978	Present
DEPARTMENT OF DEFENSE		
SECRETARY OF DEFENSE:		
Harold Brown	Jan. 1977	Present
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE		
SECRETARY OF HEALTH, EDUCATION, AND WELFARE:		
Joseph A. Califano, Jr.	Jan. 1977	Present
AGENCY FOR INTERNATIONAL DEVELOPMENT		
ADMINISTRATOR:		
John J. Gilligan	Mar. 1977	Present

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